REPORT RESUMES

ED 018 467 UD 004 535

THE IDENTIFICATION OF COMMUNITY NEEDS IN TENNESSEE, THE STATEWIDE REPORT ON A COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAM.

BY- BRADLEY, NOLEN E. MARTIN, PAUL R., JR.

TENNESSEE UNIV., KNOXVILLE, ST. AGENCY FOR TITLE I

PUB DATE MAY 67

EDRS PRICE MF-$1.00 HC-$9.08 225P.

DESCRIPTORS- *COMMUNITY PROBLEMS, *COMMUNITY PROGRAMS, *COMMUNITY RESOURCES, *COLLEGE PROGRAMS, COMMUNITY ACTION, DATA COLLECTION, PROGRAM EFFECTIVENESS, HOUSING, ECONOMIC DISADVANTAGEMENT, GOVERNMENT (ADMINISTRATIVE BODY), EMPLOYMENT, RECREATION, TRANSPORTATION, HEALTH, LAND USE, YOUTH OPPORTUNITIES, GEOGRAPHIC REGIONS, *IDENTIFICATION, ESEA TITLE 1, TENNESSEE

THIS REPORT DESCRIBES A PROJECT WHICH IDENTIFIED COMMUNITY PROBLEMS IN TENNESSEE BY GEOGRAPHIC AREA. ACTION RESEARCH WAS DIRECTED TOWARD (1) THE DEVELOPMENT OF CHANNELS OF COMMUNICATION BETWEEN GOVERNMENTAL OFFICIALS, COMMUNITY LEADERS, AND COLLEGE AND UNIVERSITY STAFF MEMBERS, (2) THE IDENTIFICATION OF OTHER COMMUNITY RESOURCES CAPABLE OF ASSISTING WITH COMMUNITY PROBLEMS, (3) THE ASSIGNMENT OF PRIORITIES TO THE PROBLEMS ON A STATEWIDE BASIS, AND (4) THE SUGGESTION OF SOME TYPES OF COLLEGE LEVEL PROGRAMS TO ASSIST IN THE SOLUTION OF THE PROBLEMS. A CATEGORIZATION SCHEME DIFFERENT FROM THE ONE OUTLINED IN TITLE I LEGISLATION WAS DEVELOPED. IT INCLUDES--INDIVIDUAL SOCIAL PROBLEMS, FAMILY LIFE EDUCATION, ISOLATIONISM, CONTINUING EDUCATION FOR WOMEN, GENERAL EDUCATION PROBLEMS, LABOR-MANAGEMENT UNDERSTANDING, CONSUMER EDUCATION, NEED FOR INDUSTRIAL EXPANSION, AND PROBLEMS RELATED TO AGING. DATA CONTAINED IN THE REPORT ARE BASED ON SUBJECTIVE OPINIONS OF GOVERNMENT OFFICIALS, COMMUNITY LEADERS, SPECIAL INTEREST GROUPS, AND LAYMEN. ALSO INCLUDED ARE SOME "HARD" DATA FROM PUBLICATIONS AND REPORTS. SEVERAL FACTORS LIMITED THE EFFECTIVENESS OF THIS STUDY--(1) MANY COMMUNITY LEADERS TENDED TO VIEW CHRONIC PROBLEMS AS SITUATIONS TO BE TOLERATED, (2) RELATED LITERATURE WAS OFTEN SUPERFICIAL, (3) AREA REPORTS WERE WRITTEN BY NATIVES, AND THUS, ANALYSIS AND INTERPRETATION OF DATA MAY HAVE BEEN PREJUDICED, AND (4) BECAUSE MOST DATA WERE COLLECTED DURING A PRIMARY AND GENERAL ELECTION, MANY GOVERNMENT OFFICALS HESITATED TO PARTICIPATE OR RESTRICTED THEIR VIEWS TO UNCONTROVERSIAL AREAS. RECOMMENDATIONS FOR ACTION ARE MADE. (AF)

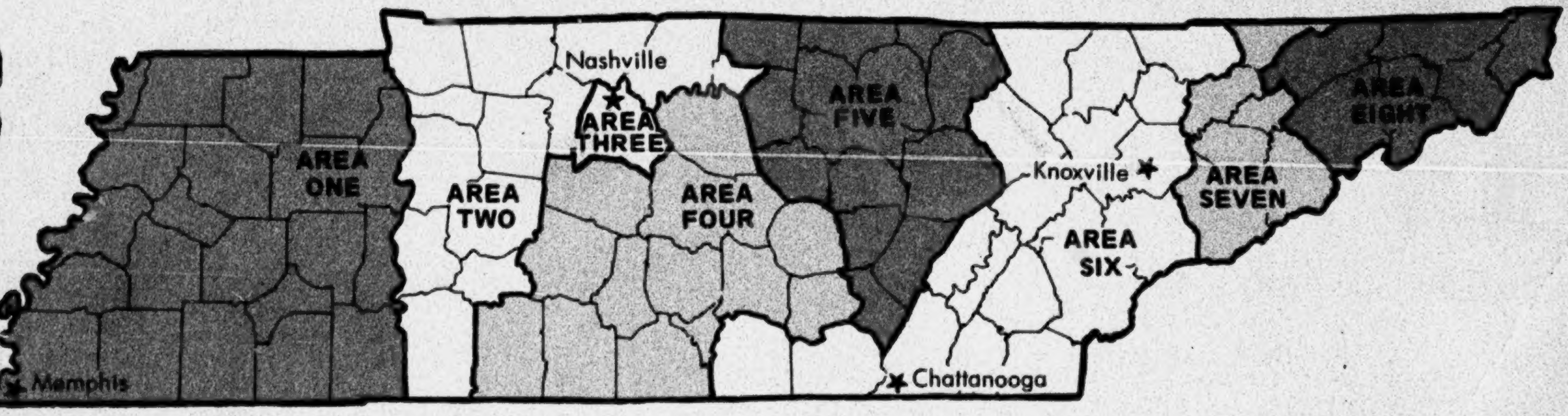
ED018467

04535

UD 004 535

The Identification of Community Needs in Tennessee

THE STATEWIDE REPORT ON A COMMUNITY SERVICE AND CONTINUING EDUCATION PROGRAM


Nashville
AREA THREE
AREA FIVE
AREA EIGHT
AREA ONE
AREA TWO
AREA FOUR
Knoxville
AREA SEVEN
AREA SIX
Memphis
Chattanooga

Partially Financed under the Provisions of Title I
of the Higher Education Act of 1965 (Public Law 89-329)

MAY 1967

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

THE IDENTIFICATION OF COMMUNITY NEEDS IN TENNESSEE

The Statewide Report on a Community Service and Continuing Education Program

Compiled and Edited by the State Agency
for Title I from Eight Area Studies
Conducted by Representatives of:

Austin Peay State College
Bethel College
Carson-Newman College
East Tennessee State University
Knoxville College
Lambuth College
LeMoyne College
Memphis State University
Middle Tennessee State University
Southwestern at Memphis
Tennessee Agricultural & Industrial State University
Tennessee Technological University
The University of Tennessee
The University of Tennessee Martin Branch

Partially Financed under the Provisions of Title I
of The Higher Education Act of 1965 (Public Law 89-329)

May 1967

UD 004 535

TITLE I OF THE HIGHER EDUCATION ACT OF 1965:

ORGANIZATION IN TENNESSEE

State Agency for Title I--The University of Tennessee

Academic Control of the Program

Dr. Herman E. Spivey, Vice President-Academic

Fiscal Control of the Program

Mr. W. Harold Read, Vice President-Finance

Administrative Control of the Program

Dr. James E. Arnold, Dean of University Extension

Dr. Nolen E. Bradley, Director, State Agency

Mr. Paul R. Martin, Jr., Assistant Director, State Agency

State Advisory Council

Chairman

Dr. Hal R. Ramer, Assistant Commissioner, Higher Education, State Department of Education

Other Members

Mr. Herbert J. Bingham, Executive Director, Tennessee Municipal League

Dr. Edward J. Boling, Vice President-Development, The University of Tennessee

Dr. Quill E. Cope, President, Middle Tennessee State University

Dr. W. S. Davis, President, Tennessee Agricultural and Industrial State University

Dr. Everett Derryberry, President, Tennessee Technological University

Dr. C. C. Humphreys, President, Memphis State University

Mr. Robert S. Hutchison, Executive Director, Government-Industry-Law Center, The University of Tennessee

Mr. James H. Jones, Jr., Vice President, First National Bank, Mt. Pleasant; Member, State Board of Education

Mr. Matthew Lynch, President, Tennessee Labor Council

Mr. Hugh T. McDade, Public Relations Manager, Tennessee Operations, Aluminum Company of America

Dr. LeRoy A. Martin, Chancellor, The University of Chattanooga

The Honorable William E. Miller, Chief Judge, United States District Court, Middle District of Tennessee

Dr. Hollis A. Moore, Jr., Academic Vice President, George Peabody College for Teachers

Dr. Rob Roy Purdy, Vice Chancellor, Vanderbilt University

Mr. Lester H. Robb, Executive Director, United Givers Fund, Nashville

Mr. James Tipton, Jr., Executive Director, Tennessee County Services Association

Mr. J. Howard Warf, Commissioner of Education; Chairman, State Board of Education

Dr. James S. Wilder, Jr., President, Lambuth College

While Tennessee has made progress toward solving those community problems identified in the Title I legislation, the object of this report is to identify perceived community needs that remain to be solved. This identification of community needs should be considered as a constructive analysis and not as a criticism of those individuals and agencies concerned with the various areas.

PREFACE

One major purpose of Title I of the Higher Education Act of 1965 is to develop through utilization of the resources of higher education institutions within each state a comprehensive, coordinated, and Statewide system of community service programs designed to assist in solving community problems in rural, urban, or suburban areas with particular emphasis on urban and suburban problems.

This report is part of a project that proposed to demonstrate one means of identifying community problems in Tennessee. As an example of "action research" this project was directed toward the:

1. Development of channels of communication between selected governmental officials, community leaders, and staff members of the colleges and universities in Tennessee;

2. Identification of other community resources which could be of assistance in solving community problems;

3. Assignment of priorities on a Statewide basis, to identified community problems; and

4. Suggestion of some types of college level programs needed to assist in the solution of identified community problems.

It is hoped that this report will encourage other action research programs that may be applied to a total state or a region in relation to community problem solving and university community service and continuing education programs.

The problem areas, around which most of the basic data were obtained, are outlined in the legislation: housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use. Variations in this categorization were developed during the course of the project. It appears that a different classification scheme could be used--one that includes individual social problems, family life education, isolationism, continuing education for women, general education problems, labor-management understanding, consumer education, need for industrial expansion, and problems related to aging. The complexity of interrelationships between problem areas was verified. For example, poverty per se may not be a solvable problem. Poverty is a symptom, and can be attacked only by reaching the source of infection--by providing youth opportunities, expanding industrial potential, training municipal and state officials and leaders, providing employment, financing (properly) government services (taxes), and so forth.

The data contained in this report are based on subjective opinions of government officials, community leaders, special interest groups, and laymen. Included herein also are some "hard" data from publications and reports from governmental and nongovernmental agencies, educational institutions, and professional and trade associations. In so far as possible comparisons have been made between statistical information or "facts" and "what the people think." Based on individual reactions in a variety of circumstances, the project does not provide an appraisal of all relevant data for the most informed decision making process.

Once community needs have been identified by the people most affected or by their representatives, such data may form the basis for the design of action programs to aid in the solution of these problems. Social scientists and educators in the various disciplines in higher education, by applying their expert knowledge and methodology, could develop proposals for action programs which would be comprehensive in scope, thorough in technique, and result in educational activities carried out on an objective and systematic basis. The use of resources of institutions of higher education to identify and develop new, expanded or improved approaches to the solution of community problems is the long range goal of this federally supported program.

This project required the time and talents of many people. Besides the list of personnel involved in the preparation of this report (see Appendix A), others contributed to this project. Dean James E. Arnold of the Division of University Extension at The University of Tennessee gave sympathetic encouragement during every phase of this demonstration research project. Numerous other faculty members, governmental officials, and community leaders provided the researchers all across Tennessee with valuable publications and expert information.

Little progress can be made toward alleviating or eliminating completely various community problems until a clear, carefully defined identification of existing problems is effected. A problem can be defined as the absence of an idea. This project, while reported as a checklist or a survey which is sketchy and eclectic in scope, is an attempt to demonstrate one technique for assessing community needs and resources. Tentative suggestions are made for educational programs which could possibly solve these problems through the cooperative utilization of resources of communities and institutions of higher education in Tennessee.

This report, done under the auspices of the State Agency for Title I, is in no way intended to be an official voice for the administration of any of the participating institutions in Tennessee. This consolidated report does not purport to give solutions; solutions will perforce come from the expertise of human resources--faculty members at the colleges and universities--as they develop and participate in action programs as major tools in solving some of the most urgent problems of the society and the economy. Perhaps the job of this demonstration research project on the identification of community needs is akin to the philosopher's job--not to answer questions but, instead, to question answers. Outmoded answers have too long produced many of the failures of society, as illustrated by the problems outlined in this study. Hopefully, continuing education and community service programs can provide new answers. The State Agency for Title I will endeavor to retain "openness of mind and an atmosphere conducive to risk-taking."

Nolen E. Bradley
Paul R. Martin, Jr.

Knoxville, Tennessee

May 5, 1967

TABLE OF CONTENTS

CHAPTER PAGE

I. INTRODUCTION 1
  Background 1
  Statement of the Problem 3
  Significance of the Project 4
  Procedures for the Collection of Data 5
  Limitations of this Project 8

II. COMMUNITY NEEDS IN WEST TENNESSEE 11
    Identification of problems 12
      Housing 12
      Poverty 13
      Government 14
      Recreation 15
      Employment 16
      Youth opportunities 18
      Transportation 19
      Health 19
      Land use 20
    Evaluation and analysis 21
    Recommendations for action 25

III. COMMUNITY NEEDS IN MIDDLE TENNESSEE 29
  Area Two 30
    Identification of problems 30

CHAPTER PAGE

Housing 30
Poverty 31
Government 32
Recreation 36
Employment 36
Youth opportunities 38
Transportation 40
Health 40
Land use 42
Evaluation and analysis 42
Recommendations for action 44
Area Three 50
Identification of problems 50
Housing 50
Poverty 51
Government 52
Recreation 53
Employment 54
Youth opportunities 55
Transportation 55
Health 57
Land use 57
Evaluation and analysis 58

CHAPTER PAGE

Recommendations for action 59

Area Four 60

Identification of problems 60

Housing 60

Poverty 62

Government 65

Recreation 65

Employment 66

Youth opportunities 67

Transportation 69

Land use 71

Evaluation and analysis 72

Recommendations for action 73

Area Five 74

Identification of problems 74

Poverty 74

Government 75

Employment 76

Youth opportunities 78

Transportation 80

Health 80

Land use 81

Evaluation and analysis 81

Recommendations for action 82

CHAPTER PAGE

IV. COMMUNITY NEEDS IN EAST TENNESSEE 87
  Area Six 87
    Identification of problems 87
      Housing 87
      Poverty 89
      Government 92
      Recreation 97
      Employment 99
      Youth opportunities 104
      Transportation 105
      Health 105
      Land use 108
    Evaluation and analysis 109
    Recommendations for action 110
  Area Seven 114
    Identification of problems 114
      Housing 114
      Poverty 116
      Government 119
      Recreation 121
      Employment 122
      Youth opportunities 124
      Transportation 126

CHAPTER PAGE

Health 127

Land use 129

Other community problems 130

Evaluation and analysis 131

Recommendations for action 134

Area Eight 136

Identification of problems 136

Housing 136

Poverty 136

Government 137

Recreation 137

Employment 137

Youth opportunities 138

Transportation 138

Health 138

Land use 138

Evaluation and analysis 139

Recommendations for action 139

V. STATEWIDE SUMMARY AND RECOMMENDATIONS 142

Summary, Limitations, and Conclusions 142

Summary of major problem areas 143

Key problems in employment 143

Key problems in youth opportunities 145

CHAPTER PAGE

Key problems in government 146

Key problems in poverty 147

Summary of significant problem areas 149

Key problems in housing 149

Key problems in education 150

Key problems in recreation 152

Summary of marginal problem areas 153

Key problems in transportation 153

Key problems in health 153

Key problems in land use 155

Limitations 155

Conclusions 156

Recommendations for Action 161

Possible resources 162

Possible participants 164

Possible subject matter content 166

Possible types of activities 167

Future directions for Title I 168

APPENDIX A 171

APPENDIX B 177

APPENDIX C 188

APPENDIX D 198

APPENDIX E 208

CHAPTER I

INTRODUCTION

This Statewide report presents a compilation of eight area reports obtained through efforts of representatives of fourteen colleges and universities throughout Tennessee to identify the most pressing community problems in the areas of housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use. This project was made possible through a federal grant under Title I of the Higher Education Act of 1965.

I. BACKGROUND

Colleges and universities have long been interested in community service and continuing education programs. Their activities in this area have been held to a minimum due to higher priorities assigned to undergraduate and graduate instruction and research and increasing demands on limited funds. Also, the "ivory tower" atmosphere of the academic world has tended to deter the use of these reservoirs of knowledge to assist the general public in improving its day-to-day life by way of public service programs. Although these and similar reasons have been offered to explain the minor role colleges and universities have played in attacking directly many of the problems facing society, perhaps the excuse offered most often has been the lack of funds available to institutions of higher education for conducting community service and continuing education programs.

It was just such reasoning which led to the enactment of Title I of the Higher Education Act of 1965. Entitled "Community Service and Continuing Education Programs," this section of the Act authorizes federal grants to strengthen community service programs of colleges and universities for the purpose of assisting the people of the United States in the solution of community problems in such areas as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use. In each state, Title I operates under a state plan which provides for a comprehensive and coordinated system of community service programs by the participating institutions of higher education within that state. The Act defines a "community service program" as any educational program, activity, or service which is designed to assist in the solution of community problems in rural, urban, or suburban areas, with particular emphasis on urban and suburban problems. "Extension and continuing education" refers to the extension and continuance of the teaching and research resources of an institution of higher education to meet the unique educational needs of the adult population who have either completed or interrupted their formal training. Programs of continuing and extension education assist the individual to meet the tasks imposed by the complexities of our society in fulfilling his role in the world of work, as an informed and responsible citizen, and in his individual growth and development.

In Tennessee the Governor designated The University of Tennessee as the State Agency to administer Title I of the Higher Education Act of 1965. The Governor also appointed a State Advisory Council of prominent leaders in business, labor, community service and civic organizations, and public and private education institutions to work with the State Agency in developing the State Plan and annual program plans under Title I. Within The University of Tennessee, the Division of University Extension was given responsibility for developing the plan for Tennessee.

II. STATEMENT OF THE PROBLEM

If the college or university is to serve a significant role in meeting complex contemporary social problems, it must provide--both on the campus and in the communities--educational programs directed toward the solution of these problems. To provide effective community service and continuing education programs, the institution must first identify community problems and needs, interpret these problems and needs, concentrate its skills and resources upon the development of workable solutions, and then translate these solutions into innovative educational activities for the communities in its service area. This will also require community involvement.

Plans were made to demonstrate several methods by which this documentation could be accomplished by the colleges and universities in Tennessee. A demonstration research project on the identification of community needs on a Statewide basis was included as Proposal Number One in the Fiscal Year 1966 Annual Program Amendment for Community Service and Continuing Education Programs under Title I.

It was the purpose of this project to demonstrate at least two things: (1) one means of identifying the community problems in Tennessee; in doing this, several methods of collecting data were employed, and differing combinations of colleges and universities cooperated in data collection; and (2) methods of opening channels of communication or of beginning dialogues between these college and university staff members and selected members of the communities--governmental officials, influential community leaders, and lay citizens.

III. SIGNIFICANCE OF THE PROJECT

This action research project represents an attempt to demonstrate some techniques involved in assessing community needs in Tennessee. The State was divided into eight areas covered by the representatives of fourteen institutions of higher education; several different research techniques were employed by the data collectors. The results of the eight individual area demonstrations were structured as evaluation reports. Further use was made of the data obtained during the period when the eight demonstration research projects were being conducted.

This report sets forth the most urgent community problems growing out of urbanization and the displacement of the rural population in the ninety-five counties in Tennessee, explores the amenability of solving these problems, assigns priorities to the problems identified, and suggests the types of college-level programs needed to assist in the solution of top-priority community problems.

The methods and processes demonstrated in this project begin with the postulate that community problems can be catalogued in such areas as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use. This action research attempted to develop channels of communication between various selected governmental officials, community leaders, and staff members of the colleges and universities in Tennessee through the exchange of ideas in questionnaires and in personal interviews. These methods and processes were designed to take advantage of grass-roots opinions, to acquaint governmental officials and community leaders with the overall purpose of the programs under Title I, and to demonstrate by conferences and seminars that action community service programs can, in reality, be helpful to the communities.

IV. PROCEDURES FOR THE COLLECTION OF DATA

As a preliminary to the actual demonstration procedures a survey instrument was developed which could serve both as a mail questionnaire and as a personal interview guide. (This instrument appears as Appendix B.) At an organizational meeting of representatives from institutions cooperating in the demonstration research project held in Nashville, Tennessee, on June 22, 1966, the survey instrument was introduced and adopted as a guide for the collection of data on community needs in Tennessee. In an effort to utilize the special resources of each participating institution and to capitalize on their familiarity with their various service areas, the State was divided into eight areas and the various institutions of higher education were assigned the responsibility for the project and reporting the results in their respective areas. The geographical unit of community structure in the project is basically the county; however, the larger metropolitan areas were usually considered separately. Of the ninety-five counties in Tennessee, seventy-seven were visited at least once during the project and most were visited several times for the collection of data. The list of those who participated in the eight area reports is given in Appendix A.

This project sought to make a valid identification of community needs through interviewing the people in a community who could provide information on (1) the problems which existed in their area, (2) the nature and extent of each problem, and (3) the priority for solving these problems. Selective processes, such as stratified random sample by census tracts or districts of the study area, were utilized in determining local citizens to be interviewed. In addition, interviews were held with selected officials in each county, such as elected chief officials of counties and municipalities, county judges, school superintendents, county farm agents, hospital administrators, welfare workers, home demonstration agents, county health directors, heads of local employment security offices, directors of local planning commissions, chief law enforcement officers, officials of civic organizations, bankers, and newspaper publishers. These county and municipal officials provided much of the information for the area reports, but information from lay citizens was also utilized. A representative list of references used in the analysis of geographical units is shown in Appendix E.

Those institutions participating in this demonstration research project demonstrated several methods of collecting data and differing combinations of college and university cooperation in demonstrating these methods of data collection.

In Area One, which comprised all of the twenty-one counties in West Tennessee, the project was completed by representatives from a consortium of six public and private colleges and universities (Memphis State University, Bethel College, University of Tennessee Martin Branch, LeMoyne College, Southwestern at Memphis, and Lambuth College) and coordinated by one of them. These six institutions studied only five counties, used a modification of the original questionnaire (see Appendix C), and sought to emphasize the tabulation of responses, through a magnitude order index, into definite priority rankings.

Areas Two, Three, Four, and Five were located in Middle Tennessee. A single State-supported institution in Area Two (Austin Peay State College), in Area Four (Middle Tennessee State University), and in Area Five (Tennessee Technological University) collected data from ten to fourteen counties. The institution in Area Two modified the original questionnaire into an outline of problem areas (see

Appendix D). The data in Area Three were collected by a single institution (Tennessee A. and I. State University), which completed a study of only one county--Metropolitan Nashville-Davidson County including the capital city of Tennessee. Areas Six, Seven, and Eight are located in East Tennessee. Two institutions (The University of Tennessee and Knoxville College) joined forces in Area Six, and data were gathered from a nineteen-county area which contained two metropolitan areas. The original questionnaire was used as an interview guide, and researchers from the two institutions investigated community needs cooperatively.

Data were collected in Area Seven by a private liberal arts college (Carson-Newman), and the report from this six-county area was supplemented by a detailed in-depth study of one of these counties in Appalachia, Hancock County, the eighth poorest county in the United States. Data were collected in seven counties in Area Eight by a single State-supported institution (East Tennessee State University), which relied solely on twenty-four questionnaires returned from officials, community leaders, and the general public.

The identification of community needs in these eight areas will be found in Chapters II, III, and IV.

V. LIMITATIONS OF THIS PROJECT

The limitations of demonstrating several procedures for the identification of community problems in a short period with limited funds are obvious. Since this project was done so fast and without rigorous research design, supervision, and analysis by scholars experienced in social science research, it should not be considered a polished research project. The demonstration of the several procedures resulted in a compendium of community needs as perceived by the people interviewed. Some of the factors limiting the effectiveness of this identification of community needs were:

1. Many community leaders have a tendency to view chronic problems as situations to "live with" instead of problems to be solved.

2. Related literature often reflects a superficial understanding of the people and problems of the State.

3. Although the eight area reports were based on the results of interviews with government officials, community leaders, and lay citizens, the reports were written by individuals native to the particular area and the analysis and interpretation of the data may have been colored by this fact. Also, subjective opinion data may represent the "enlightened" (prejudiced) views of those interviewed.

4. Most of the data were collected during a period of a primary and general election. Therefore, many government officials hesitated to participate in the survey or restricted their views to noncontroversial areas.

The data collected during the course of the project did not uncover all of the community needs in Tennessee, nor were the needs that were identified fully examined. But this is a start and, as such, provides enough information to stimulate those interested in community service and continuing education programs. Hopefully, it will serve as a basis for the initiation of programs to help alleviate the undesirable conditions which are identified.

Tennessee is a diverse state; the problems confronting the people of Tennessee are diverse; the demonstrations proposed in this project were diverse; the solutions to the community problems in Tennessee, although attempted in a Statewide, comprehensive, and coordinated manner, will undoubtedly vary by institutional application and regional differences.

CHAPTER II

COMMUNITY NEEDS IN WEST TENNESSEE

(Area One)

With Memphis State University as coordinating institution, faculty members from five other colleges and universities in West Tennessee (Bethel College, Lambuth College, LeMoyne College, Southwestern at Memphis, and The University of Tennessee Martin Branch) participated in the collection of data in Area One. The twenty-one counties of Tennessee west of the Tennessee River and east of the Mississippi River comprised the total study area; the specific areas of study selected were Shelby County, Madison County, Dyer County, Lake County, Weakley County, Carroll County, and Henry County.[1] Shelby County was selected because it contains the urban center of Memphis, which represents the largest population concentration in the State of Tennessee. Madison County was included because the city of Jackson in the county represents an urban area of 20,000-30,000 population. The other counties selected contain such urban areas as McKenzie, Dyersburg, Paris, and Martin, which were judged to be typical of all communities in West Tennessee. For purposes of this investigation, Area One was divided into three subsections: Memphis-Shelby County, Jackson-Madison County, and the other five counties in a group identified as "the Northwest Counties."

---

[1] Limitations of resources and time prevented a study of all counties.

Identification of Problems

Housing. In the Memphis-Shelby County section, housing was believed to be one of the greatest public problems. While Shelby County shows 76 percent of sound housing, there is still too much substandard housing, particularly in the low income category. The low income groups have difficulty maintaining homes with minimum standards of health and safety. Much of the Negro population is poorly housed.

Similar problems exist in Jackson-Madison County where interviewees ranked housing among the four leading community problems.

In the five counties of northwest Tennessee, farm housing for farm workers generally was reported to be very poor and completely outmoded; the rural water supply (pumps) is of questionable quality and unreliable. Poor housing is prevalent in all the counties and low-rent housing is needed in the urban areas. According to the 1960 U. S. Census of Housing, only Shelby and Henry counties had over 70 percent of sound housing units. Although the twenty-one county area showed 61 percent of housing to be sound, this figure was heavily weighted by the large number of sound units in Shelby and Henry counties. Three counties had less than 30 percent sound housing, the lowest being Fayette County with only 20 percent of all housing units meeting the 1960 Census definition of standard housing. The median value of owner-occupied housing in all counties except Shelby was considerably lower than the median value of Tennessee and the United States. A composite ranking of ratings placed housing second among the problem areas in West Tennessee.

Poverty. In Shelby County in 1950, 27.5 percent of all families had incomes of less than $3,000. Poverty and illiteracy are closely related as shown by the number of persons 25 years of age and over who had completed less than eight years of school. Shelby County had 26.3 percent in this category in 1960.

Poverty and illiteracy are also contributing factors to problems of illegitimacy in urban areas, particularly among Negroes. A program of general assistance for the poor is needed, and establishment of daycare centers for children of working mothers is high on the priority list of areas of assistance.

In Jackson-Madison County, leaders ranked poverty fourth among major problems, while other interviewees ranked it fifth.

In the other counties of West Tennessee, much lower income and educational levels were reported. According to the 1960 U. S. Census, every county except Shelby had a larger percentage of families with poverty-level income (under $3,000) than the percentage in the State of Tennessee, and the percentage of families with low income in each of these counties was at least 23 percentage points higher than the percentage for the United States. In the whole of West Tennessee, over 44 percent of the families had annual incomes under $3,000. Lake County had the highest percentage of poverty level families--75.3 percent; Haywood County, 68.6 percent; Lauderdale County, 68.1 percent; Henry County, 48.3 percent; Carroll County, 56.5 percent; Madison County, 44.1 percent; Dyer County, 52.3 percent; Weakley County, 54.2 percent.

In educational attainment, five counties reported more than 50 percent of persons 25 years of age and over had completed less than eight years of school. Many older persons in these areas had not had educational opportunities, but census figures on present high school enrollment showed that there is a significant current educational problem. Only in Shelby, Lake, and Chester counties were more than 50 percent of high school students enrolled in accredited high schools. Carroll County had a low of 18.1 percent, followed by Hardeman County with 18.7 percent. Although Shelby County had a relatively high enrollment of 74.3 percent in accredited high schools, over 10,000 students still remain in non-accredited institutions.

In some areas, school enrollment is not large enough to justify teachers for every elementary grade. Additional appropriations are needed to secure qualified librarians, band teachers, and guidance counselors; and a literacy training program for adults would be helpful in many sections. Poverty as a problem area ranked third in the composite ratings for West Tennessee.

Government. Although problems of government were identified, this problem area did not rank significantly in the West Tennessee investigation. In Memphis and Shelby County, there is a need for more long-range planning. Such planning would provide coordinated development in all sections of the city. Zoning policy and the capital improvements program need to be continually updated. Low salary scales for government workers make it difficult to attract qualified personnel. There is a need for educational programs to train persons for careers in city and county government and upgrade the skills of those already working in government.

In order to provide proper economic development, city and county governments must combine their efforts in cooperative programs.

In all the counties, one of the most obvious problems is the matter of revenues. Most of the West Tennessee county and city governments are currently facing problems resulting from recent court decisions directing corrections in property assessment procedures. As in Shelby County, salary scales in the other city and county governments make it difficult to attract professionally trained personnel.

Recreation. The Memphis-Shelby County area needs more trained park and recreation personnel and could use more volunteer help, according to persons interviewed. There is a lack of revenue to expand recreation programs, facilities, and personnel. More supervised recreation is needed in Memphis to meet the needs of the younger children.

In the five northwest counties, natural recreation areas abound. Reelfoot Lake is a unique tourist attraction in Lake County, but annual siltation is an acute problem, and water pollution is a growing problem. There is no airport serving Reelfoot, and highway access and parking are seasonal problems. The State-owned picnic area at Reelfoot is too small and overcrowded as is the tent camp area.

While there is an abundance of natural recreation areas throughout the counties and there are water-oriented recreation areas on Kentucky Lake nearby, there is generally a shortage of public play space available to the general public in the urbanized areas. In Jackson-Madison County, recreation was ranked among the four leading problem areas. They face the same situation regarding public play space as exists in the Memphis urban area and the rural northwest counties.

Although the inadequacy of recreational facilities in West Tennessee was widely recognized, this problem area was conceived by the interviewees to assume less significance than other, more critical problem areas.

Employment. In Memphis and Shelby County, lack of training restricts many persons of the labor force, particularly Negroes, to jobs with low pay scales, resulting in low family incomes. High school dropouts are a major problem of the urban areas. A preponderance of these dropouts are Negro youths who become idle, not necessarily because of a lack of job opportunities, but because these youths lack the necessary skills to find a place in the labor force.

The economies of West Tennessee counties have been traditionally oriented to agriculture due to the fertile croplands that abound in the area. Of the three declining industries (agriculture, forestry and fisheries, and mining), only the number employed in agriculture was of considerable significance. In all but four counties, the other two industries accounted for less than 1 percent of total employment, with Benton County having the maximum of 2.2 percent. The trend to larger farms and the decline in the number of farm operators have resulted in the displacement of a substantial number of farm families. Agriculture, however, still accounts for more than 20 percent of total employment in sixteen of the twenty-one West Tennessee counties, and in seven of these it accounts for more than 30 percent. Of the five counties where more than 40 percent of their total employment was agriculture, only one employed more than 10 percent of the civilian labor force in the manufacture of durable and non-durable goods. It appears that the West Tennessee counties (with the exception of Shelby County, where total employment in agriculture is less than one-third of the United States average of 6.6 percent) will experience more than the national displacement in employment as the three industries continue to decline. Although unemployment rates declined significantly in the majority of these counties from 1960 to 1964, Lake County showed an increase in unemployment from 6.1 percent to 10.6 percent in the four-year period. This is a reflection of the increase in mechanization of farming, which accounts for the decrease in farm employment and the lack of industrial opportunity for farm laborers.

Unemployment, although rather high in some counties, was not directly tied to high percentages of employment in agriculture, but rather to the composition of the employment structure, the changes in employment opportunity caused by new industry location, and the ability of the individual county labor force to adjust to opportunities.

Employment was not considered a problem of high priority in Jackson-Madison County. Jackson, having long been classified as a shopping center for many of the smaller towns surrounding it, has enjoyed a more affluent position in the distribution of goods and services at the wholesale and retail levels. Its position at the juncture of three major highways, and its classification as a railroad center for many years, have given this city an advantage in building a trade base that makes it difficult for surrounding towns to match. Nevertheless, it has the same problem of outmigration of its population to the larger cities as the other smaller towns in the western section of the State.

Youth opportunities. The serious lack of opportunities for youth was widely recognized by interviewees in West Tennessee, and this problem area assumed first place in the composite priority ratings.

Memphis-Shelby County interviewees ranked the problem of youth opportunities second among the problem areas considered in the investigation. Juvenile delinquency is increasing in the Memphis area as it is in other urban areas. There are employment opportunities available in Memphis and Shelby County to those young people who are qualified to take advantage of them. However, there is the problem of school dropouts and an unwillingness on the part of the youths themselves to acquire an adequate education or the vocational and technical training necessary to fill the jobs. The most serious lack appears to be the motivation of youth to better themselves. It appears that more guidance and counseling programs for youth are needed.

In Jackson-Madison County as well as the other northwest counties, youth opportunities ranked high as a problem. In the opinions of leaders interviewed, youth opportunities assumed first priority among problem areas in the five northwest counties. Young people who terminate their education at high school or college level must either leave the smaller towns for the urban areas where more opportunities exist, or work at low-pay, exacting jobs that offer virtually no advancement. Those who do not complete high school find themselves unable to qualify for the few existing opportunities.

Transportation. The West Tennessee respondents considered transportation a relatively minor problem. Most respondents felt that there were no significant problems of transportation in the Memphis area, although mention was made of the delay in completing the freeway system.

In the five northwest counties, however, some concern was expressed over the inadequacy of air, rail, and bus facilities. In many of the smaller towns, except for automobile transportation, the transportation situation is serious. Bus and train service are completely inadequate, and air service in several towns is non-existent.

Composite rankings in Jackson-Madison County placed transportation fourth among the leading problem areas, but community leaders ranked it near the bottom of the priority scale.

Health. Health problems were not viewed by Memphis-Shelby County respondents as being particularly significant. In 1962, Madison, Obion, Henry, and Shelby counties all had a higher number of hospital beds per 1,000 population than either the State of Tennesse or the United States average, although the remaining counties were below the State and national ratios. A more serious problem in the counties seems to be the shortage of medical doctors. Only Shelby and Madison counties had one doctor per 1,000 persons, and three counties, Lake, Fayette, and Chester, had only one doctor for each 3,000 persons.

Respondents in the five northwest counties of West Tennessee considered the lack of nursing homes or hospitals for the aged and facilities to care for mental patients and mentally retarded children as significant problems. The lack of proper drainage is a serious problem in some areas. The rural areas have only limited sanitation, health, and other community benefits. There is also a shortage of public health nurses to serve the needs of the counties.

Land use. In every urban area which is in a continuing process of growth and development, there are problems of land conservation and renewal and a need for overall planning of land development. Most community leaders in Shelby County regarded problems concerning land use as relatively minor.

In some towns in the other West Tennessee counties, virtually no effort is being made toward future planning or renewal of blighted areas. There is a need for realistic and energetic effort to remedy existing land-use problems and planning for future land use in the smaller urban areas.

All counties in West Tennessee showed substantial change in land use over the last decade. The change in average size of farms in these twenty-one counties reflected the increase in mechanization of farming which accounts for the decrease in farm employment and the consequent migration of farm workers to urban areas. The migration of farm workers explains in part the decreasing population trends of some of the counties, as many of the agricultural workers have moved beyond county lines to larger urban centers like Memphis, St. Louis, and Chicago.

Evaluation and Analysis

The in-depth interviews in the West Tennessee communities revealed a concern for things which for the most part relate to economic wellbeing. Even where problems of crime, social discord, and effective government were discussed, they took a back seat to economic problems and interrelationships with economic problems frequently identified. A composite ranking of ratings by all persons interviewed in the West Tennessee study placed opportunities for youth as most pressing, followed by housing, poverty, recreation, employment, government, education, transportation, health, and land use in order of importance. The omission of race relations, school integration, equal employment opportunities, and other problems which clearly persist in various degrees in the area was a result of weakness in interview construction and interview technique. Many interviewees were suspicious and were afraid that what they said might harm them.

The real problems of West Tennessee are those of an urbanizing society. Even the rural sectors are entangled in the web of urbanism and feel the early pains of change as well as a backwash from the metropolitan communities. As communities urbanize, newcomers inevitably include a large segment of low-income, poorly educated people searching for economic opportunity. In the Memphis metropolitan area a high proportion of these are Negroes. The next few years will also produce a surge of young adults and a correspondingly high marriage rate. The new age structure and new family formations will produce an increasingly higher demand for educational facilities, housing, and employment. The trend of manufacturing employment to areas outside the central city is likely to continue and suburban growth trends will continue strong. The problem of depressed areas left behind will remain.

The most significant consequence of this investigation was that it dispelled the accepted notion that the problems of urban areas with large concentrations of population are totally different from the problems of small urban communities. The problems are the same; the difference is in magnitude. The Memphis complex--once predominantly rural--has its problems of low-income families, blighted housing, crime, and racial conflicts. This large metropolitan area is different from Jackson and other smaller cities only in that over a period of years it has changed in size, population density, location of economic activity, and consequent need for services. The similarity of problems in each was illustrated by the problems of opportunities for youth and housing. The Jackson community felt that its major problem was housing, with opportunity for youth third in order of importance. In the Memphis area, opportunity for youth was second in importance and housing, fifth. However, in both areas the problem of youth opportunity was great. It follows, then, that if the problems of the various-sized areas are similar, programs of education for the solution of these problems designed for any community of the study area should be adaptable for use in all communities.

The fundamental requirement that emerges as a priority for meeting these problems is the need for an expanding social-overhead capital base. Public provisions must supply the framework of facilities and essential services with attendant regulations, or the cost will grow at a faster rate than urban growth itself. The immediate problem is adapting government programs to this growing range of human needs. A framework for social, economic, and physical organization is essential to orderly growth.

The fundamental conditions for ordering a satisfactory environment in which this process may take place are basic to success. These conditions include:

1. Recognition of the indivisibility of the physical environment with roads, houses, parks, schools, factories, and the like, parts of the same whole.

2. Cooperation between public and private agencies in doing the job in a coordinated manner.

3. Coordinated planning techniques for coordinated growth in urban planning.

4. Assignment of a larger proportion of our income to the social-overhead capital (as economic growth occurs) in order to continue the necessary private investment.

5. Acceptance of federal and State programs to stimulate local development and to share in financing in order to interrelate with local programs more efficiently.

An understanding of the complexity and the requirements of this growth process by the public is indispensable. The colleges, the politicians, the experts, civic leaders, and communications media all share vital roles in this development.

Any attack on the problem of urbanizing, whether in West Tennessee or any area experiencing similar change, must concentrate on certain areas immediately. Education, urban renewal, public housing, housing for the elderly, highways, suburban-urban rapid transit, water control, air control, medical facilities, techniques for controlling juvenile delinquency, employment placement services, retraining programs, youth development programs, and long-run, coordinated development plans for controlling urban growth are most pressing.

At the federal level, federal funds will be needed to finance a Department of Urban Affairs to coordinate state and local departments. At the local level, a city or county Department of Urban Development is needed to coordinate local institutional programs. Such a department should be quasi-public and serve as a research coordinator as well as a program coordinator. As active partners in such an enterprise, local colleges and universities have a vital role to play.

Recommendations for Action

Institutions of higher education in the West Tennessee area can initiate a three-phase Urban Education Program which would provide a foundation for specific educational efforts tailored to the needs of each community. These general programs should be designed to develop an awareness and definition of problem areas and to encourage action among the local community leaders in initiating their own specific programs.

The first phase would be designed to create an awareness of the commonness of problems faced by the various sectors of society residing in West Tennessee. The first step of this phase would be a campaign to arouse an awareness by residents of West Tennessee of the problems prevailing in the area. The second step would be an area-wide conference of local governmental and community leaders to enhance their recognition of the fact that their problems stem from the process of urbanization and are common to many communities. Such a conference conducted by cooperating universities and colleges in West Tennessee would deal with the recognition of the problems common to the whole area, the methods to be used in formulating plans, the coordination of planning efforts, and the funding of programs so devised.

The second phase should involve a continuing service in providing consulting personnel to aid local communities in organizing and initiating specific programs. A series of conferences would be designed to give an overall view of the problems confronting the community and an assessment of the areas presently served, especially those problems not now covered by any public or quasi-public agency. The emphasis should be upon the need for developing long-range, coordinated plans and the possibilities of creating new agencies or of combining present agencies to meet effectively the growing complexity of problems caused by the urbanization process.

The third phase would deal with the same problems from the viewpoint of the individual attempting to adjust to the dynamics of urbanization, and would suggest the development of an inter-disciplinary department of urban studies. The first step in the third phase would be designed to educate adults-at-large in the community through seminars, public service programs, and press articles of wide appeal so that each individual might be equipped with ideas to help him understand how a city works and where he fits into it; why the relationships of an urban society are more complex than the agrarian society relationships which permeate the traditional collective ideas of how one deals with the others. The second step in the third phase would be designed to educate present and potential leaders of public and quasi-public agencies in order to develop qualified personnel who have a collective and coordinated understanding of the principles of psychology, sociology, economics, anthropology, and the other disciplines related to the urbanization of society. The necessity of providing for formal programs of educational achievement in this area is indicated by the large number of persons elected and appointed to major positions of trust and charged with making the critical decisions that affect communities for years to come.

Several specific suggestions are presented below to illustrate some projects that could be undertaken by local communities to follow through on the foundation laid down by the three-phase Urban Education Program. These projects for beginning a complete action-oriented urban program are only possible projects and are not intended to be comprehensive of the scope of total possibilities.

1. A short course of evening seminars designed to inform persons moving into urban areas from rural areas of services not ordinarily found in rural areas which are available to them; what they can expect from the community and what is expected of them; specific laws and ordinances to govern their conduct that would not be experienced in living in smaller communities; and so forth.

2. The initiation of a program of cultural-appreciation development in the lower income area of the city to encourage these residents to become more articulate in their expressions of the "good life."

3. Conferences and seminars designed to help community leaders in developing short-range and long-range plans for eliminating various specific problems such as tax planning, funded debts, poverty and welfare activities, and the like.

4. Research activities initiated to study the economic growth patterns of the community so that its resources could be more effectively managed.

The place of higher education, then, is to give the leadership and counseling necessary to bring about the development of coordinated planning in the many facets of the urban complex.

CHAPTER III

COMMUNITY NEEDS IN MIDDLE TENNESSEE

(Areas Two, Three, Four and Five)

Four institutions of higher education participated in the collection of data in the forty-two counties of Middle Tennessee. Austin Peay State College was responsible for the systematic study of selected communities in the thirteen counties designated as Area Two: Wayne, Perry, Lewis, Hickman, Humphreys, Dickson, Houston, Cheatham, Stewart, Montgomery, Sumner, Robertson, and Trousdale.[1] Tennessee Agricultural and Industrial State University was responsible for the systematic study in Davidson County (Area Three). Middle Tennessee State University was responsible for the systematic study of selected communities in these fourteen counties designated as Area Four: Lawrence, Giles, Lincoln, Moore, Maury, Marshall, Bedford, Coffee, Grundy, Williamson, Rutherford, Cannon, Warren, and Wilson. Tennessee Technological University was responsible for the study in these fourteen counties comprising Area Five: Bledsoe, Van Buren, De Kalb, White, Cumberland, Smith, Putnam, Macon, Clay, Jackson, Overton, Pickett, Fentress, and Sequatchie.[2]

---

[1] Three counties (Wayne, Lewis, Trousdale) omitted from the investigation.

[2] One county (Sequatchie) omitted from the investigation.

I. AREA TWO

Identification of Problems

Housing. Each of the ten counties had rather serious housing problems. The percentage of undilapidated dwelling units with hot running water, a toilet, and a bath ranged from a high of only approximately 64 percent in Montgomery County to an appalling low of 22 percent in Stewart County. In only three counties did as many as 50 percent of the housing units meet these standards. Overcrowded housing is also a problem in each of the ten counties.

There are some local programs relating to the solution of housing problems. The program for housing codes enforcement is limited primarily to enforcement of the "Southern Standard Building Code and Electrical Code." The greatest problems in the enforcement of housing codes relate to the blighted areas of each county where poor housing conditions may be related to indifference, ignorance, or negligence of individuals. Other causes are due to such factors as obsolescence which is beyond the control of individual persons. Only Montgomery County reports a program for the demolition of unsafe structures and officials admit that the program is extremely difficult to apply. There may be some problems with the local courts in this regard; for example, some buildings which have partially burned have been permitted to stand even though needing to be razed. Several counties are planning programs for relocation of families. This is a responsibility assumed by the local government participating in the clearance program. None of the counties reported any planned action for providing equal opportunity in housing. The problems of inadequate housing bear most heavily on minority groups.

Poverty. Since at least 36 percent of the families in each county and as high as 62 percent in two counties had less than $3,000 annual income, it seems obvious that each of these ten counties has more than its share of poverty. Approximately 38 percent of all Tennessee families had less than $3,000 annual income in 1960, compared with only 21 percent for the nation as a whole.

The Economic Opportunity Act of 1964 cites infant mortality rate as an indication of poverty. In 1963 the infant mortality rate for Tennessee was 27.9 deaths per 1,000 live births. The infant mortality rate in Houston County exceeds the State rate, while each of the other counties approximates or exceeds 20 deaths per 1,000 live births.

The 1960 Census of Housing defines "overcrowded" as those housing units with 1.01 or more persons per room. The percentage of units overcrowded range in the State from a high of 38.9 percent to a low of 9.4 percent. In the ten counties of Area Two the range is from a high of 18.8 percent to a low of 12.6 percent. Six of the counties had over 15 percent of their housing units classified as overcrowded in 1960.

The very high public assistance recipient rate of Perry, Stewart, and Houston counties is significant; only those rates in Montgomery County and Sumner County can be classified as relatively low.

The median number of school years completed for the nation was 10.6 years in 1960 and the median for Tennessee was 8.8 years. Only two other states had lower median levels of educational attainment than Tennessee. Of the ten counties only Montgomery County had a median level above the State median. For the total United States population 25 and over in 1960, 8.4 percent had completed fewer than five years of school, and only eight states had a higher illiteracy rate than Tennessee. The percentage of functional illiterates in each of the ten counties of Area Two exceeded the State average and were sufficiently high to indicate the existence of poverty.

There is a lack of adequate programs in each county to alleviate problems of poverty. Legal aid services are provided in only three counties. Community centers exist in only three counties and three of the counties have no planned community action program underway. Of the ten counties, only Montgomery County appears to be attacking the problem of poverty on a broad front.

Government. Despite State and federal programs, many county problems can be traced to a failure of county government to provide adequately for necessary public services. The problem of providing county governmental services is primarily a financial one and various factors are significant. Even with the local option sales tax a possibility, the real property tax base provides nearly all the revenue raised by county taxes. Thus, the effectiveness with which the tax is administered is of great importance to the fiscal process of the counties.

None of the ten counties in Area Two assessed property at more than 25 percent of actual value. Assessments in Dickson and Stewart counties ranged as low as 14 percent of actual value. A very heavy reliance was placed in the majority of the ten counties on the public utility tax base in raising local revenues. Only Montgomery County was below the State figure of 13.5 percent. Total assessed property value increased in each of the ten counties during the last ten years, but the percentage of increase ranged from a low of 8 percent in Perry County to a high of 113 percent in Humphreys County. In general, the increased assessments resulted from industrial development, new housing construction, or other property improvements rather than from a general reassessment of property values. With the exception of Humphreys County and Montgomery County, there appears to have been little change in the level of property assessments during the last ten years.

The ratio of net debt to assessed valuation of taxable property in each county presents further argument for raising the level of property assessment in each county. Some standards are used which urge local governments to keep debt ratios below 10 percent. None of the ten counties presently meet this standard and in Dickson, Houston, and Stewart counties the net debt ratio to assessed valuation of property exceeds 20 percent. When the ratio exceeds 20 percent the county can well be headed for financial trouble.

The inadequacy of county revenue to provide adequate public services is most evident in the field of public education. Since this service determines to a great extent the problems occurring in other areas, it deserves special attention in this report. There has been an increased expenditure per pupil in average daily attendance for current operation expenses in each county during the last five years. While the apparent increase appears to be impressive in some counties, the expenditures in the 1959-60 had to be increased approximately 24 percent just to offset inflation. The increases at best were negligible and in seven of the ten counties the boards of education had less buying power in 1964-65 to purchase quality education than they had in 1959-60.

The average pupil expenditure for current operating expenses in county school systems in Tennessee in 1964-65 was $286.75. Only five of the counties exceeded the State average although expenditures in the more sparsely settled rural counties need to be higher because of low pupil-teacher ratios in order to buy the same quality of education as counties with more heavily concentrated pupil population. The effects of inadequate expenditures may be most dramatically shown in the qualifications of teachers employed. The percentage of teachers with substandard preparation ranged from a low of 10.3 percent in Montgomery County to a high of 35.3 percent in Cheatham County.

Considerable evidence can be presented to support the position that failure to provide adequate local revenues for all public services in the county can be traced to a lack of local effort rather than local ability. The net effective tax rate in these ten counties ranged from a low of $0.52 per $100 of true property value in Sumner County to $1.08 per $100 in Hickman County. Thus, only one of the ten counties invested as much as 1 percent of its total property value annually in the provision of local services. Using effective buying income as a measure of ability, only a relatively small percentage of income was being used in each county to provide either public education or other local governmental services. There is a heavy reliance in the majority of the ten counties on the public utility tax base in raising local revenues.

With the county need for public services exceeding revenues, Houston, Montgomery, Perry, Stewart, and Sumner counties showed funding bonds outstanding on July 1, 1965, indicating that these counties did not live within their budgets for 1964-65. Bonds were sold to cover operating expenses. Net bonded debt had increased substantially also in a majority of the ten counties during the last ten years.

In each county except Cheatham, public library facilities and bookmobile services are provided. Fire protection facilities also are available although some of the counties rely largely on volunteer crews. Police protection is minimal except in urban areas. Urban renewal projects are underway in Humphreys, Robertson, and Sumner counties and in the planning stage in the counties of Dickson, Houston, and Montgomery.

There are no urban renewal programs planned or underway in Cheatham, Hickman, Perry, or Stewart counties.

Recreation. Private recreation facilities are extremely limited in most of the ten counties and public facilities and programs are not adequate to fill recreation needs. Only Clarksville in Montgomery County and Gallatin in Sumner County have organized recreation programs at public expense and neither of these programs is adequate. Fortunately, each of the ten counties contains considerable "open space" water-wilderness-wildlife recreation acreage yet to be fully developed. Before these natural possibilities can be fully utilized there must be improved access roads, the development of more day-use areas around Kentucky Lake and Cheatham Lake, the preservation of selected open space areas through direct public acquisition, zoning or other measures to assure a supply of good recreation land for the future, and increased State-managed hunting areas.

Much of the responsibility of preserving crucial prime wilderness lands found in the ten counties must fall upon local governments, both county and incorporated places, because of their jurisdiction over private land use. The overriding need is for local recreation programs as well as recreation areas.

Employment. In discussing the characteristics of the labor force, "moderate" is the standard term used by the U. S. Department of Labor to describe unemployment rates in the 3.0 to 5.9 percent range. The findings support ranking the need for additional employment opportunities as the number two priority in the area. Unemployment rates range from 3.0 to 9.2 percent among the ten counties. The unemployment rates of only Humphreys and Perry counties would be termed "excessive"; finding additional jobs for its labor force should have a very high priority in these two counties. In Cheatham, Humphreys, and Montgomery counties the percentage increase in the labor force was slightly less than the percentage increase in population. Thus the "dependent" segment of the population is increasing as a proportion of the total population.

The participation rate of the population in the labor force for the nation as a whole was 55.3 percent. Each of the ten counties except Montgomery had a lower total participation rate than the nation; this was due in general to a smaller than average participation rate among females. Several of the counties approximate the national average male participation rate. Only three of the ten counties ranked above the State percentage (26 percent) of employment in manufacturing industries, while eight counties (Montgomery and Hickman were the exceptions) lagged behind the State with respect to percentage of persons employed in white-collar occupations. With the exception of Montgomery, Dickson, and Humphreys counties, agriculture employed a significant percentage of the total labor force.

Significant also may be the migration from the county because of lack of employment opportunity. Outmigration exceeded immigration in nine of the ten counties (Montgomery County was the exception). Net total migration in Perry, Hickman, and Stewart counties exceeded 20 percent, a substantial loss for a county to suffer within a ten-year period.

Youth opportunities. The need for adequate services and opportunities for the youth of the region cuts across several areas of needs. It is because of these interrelationships and the present inadequacies that this area of need is ranked number three in priority.

The service area of greatest concern should be that of public education. With good reason, education should be regarded as the principal means by which youth become informed, self-directing, and socially responsible citizens. To accomplish these purposes the schools must attract and hold dedicated and qualified teachers. Yet the percentage of teachers with less than the minimum standard of the bachelor's degree ranged from a low of 10.3 percent to a high of 35.3 percent among the ten counties in 1964-65. The high schools of the region are primarily academically oriented to the neglect of trade and industrial education, large numbers of youth drop out before completing high school, little financial help is available to needy youth desiring to go to college, and postsecondary technical training and institutions of high education are not in reasonable proximity to large numbers of youth in the ten counties. Programs for gifted students are nonexistent in the public schools of the ten counties and special education services are limited primarily to children with speech and hearing difficulties. Five of the ten counties had no specialized guidance personnel in their public schools in 1964-65; furthermore, in the counties reporting such personnel, the ratio of guidance counselors to pupils is several times as high as generally accepted standards.

With services and opportunities for youth inadequate, many youth problems would be expected. Data on juvenile delinquency or early marriages and divorces were not available in any county office; without exception, however, those individuals interviewed in each county expressed the opinion that these are not major problem areas. Though much interest has been generated recently in the subject of school dropouts, no detailed study has been made of the problem in any of the ten counties visited except Montgomery County. In the State in 1960, approximately 25 percent of the 16-17 age group were not enrolled in school; each of the counties with the exception of Humphreys exceeded the State average. On the basis of these data, the public schools in each county need to improve their holding power.

The unmet needs of youth, however, are not limited in the ten counties to educational needs. More productive jobs must be created and particularly more jobs to employ the non-college-bound youth. More opportunities for work-study programs are needed and schools need to work more closely with employment services in helping place youth in suitable jobs. Employment agencies should assemble information regarding the kinds of training employers want and provide it to the secondary schools. Employers should be called upon to re-examine their hiring requirements to make sure that the high school diploma is really pertinent to job opportunities. There is a need for employment opportunities to keep youth in the county following high school or college graduation.

Transportation. With the exception of the Clarksville-Montgomery County area, commercial air transportation is not available in the ten-county region. Each county except Cheatham has a public airport; these airports are lighted but lack ground-to-ground air and instrument controls. The Tennessee Aeronautics Commission and the Federal Aviation Agency have plans for improvement of some of the airports near areas with high development potentialities.

Each county reports that sufficient funds, personnel, and equipment are available for county road maintenance and no problems have been encountered in acquiring land for county roads. With the extensive network of federal highways and the absence of problems in building and maintaining county roads, the counties appear to have no pressing problems in highway transportation. The region's needs for railroad services appear to be met. The region is blessed with abundant water transportation possibilities. Present needs for water transportation are being met and facilities are being expanded as the need increases.

Health. The public health program in Tennessee is essentially a State operation with local financial and administrative cooperation; State and federal funds make up about 70 percent of the total. Each of the ten counties has its own county health service. None of the counties has a full-time health officer and only two counties have full-time public health sanitarians.

In general, only the minimum in public health services is provided by each county. Each has a program of school health services, food inspection and protection services, animal control, immunization services, and a program for the control of venereal disease. Refuse collection for both residential and commercial areas is provided only in the city areas and generally on a contract basis. No programs exists for the control of air pollution and stream pollution.

The cities in the ten counties play a major role as medical centers. Generally there is a county hospital in the main city of the county. Houston and Stewart counties have no hospitals. Seven of the ten counties are below the State average in hospital facilities provided for their people.

Provisions for meeting the health problems of special groups in each of the ten counties can be characterized as "inadequate." Perry County has no nursing home for the aged and the other counties have no more than two homes each. Special health needs of crippled children, the permanently and totally disabled, the blind, the deaf, and the mentally retarded must be met generally by referrals to agencies outside the county.

In summary, each county needs more public and private health facilities and a larger public and private medical staff to serve it. The need for facilities and staff to serve the aged and other groups with special health problems is particularly acute.

Land use. The ten-county region as it exists in 1966 is marked primarily by open-space areas. However, the most critical developments--residential, services, and industrial--have taken place primarily in and around growing centers of population which show vitality despite the general decline of population in several of the counties in recent decades.

Mass movement of population to the urban areas of the region requires more effective land use in these areas. Land is becoming critically valuable and scarce in certain loci of population concentration. Careful planning is required to assure optimum development for each county. Public policy must assure that the process of scattering people, houses, industries, and service centers does not waste scarce land and capital resources and limit development. Certain priorities in planning for land usage are needed to enhance future industrial and recreational development. These include developing service and industrial lands adjacent to and related to urban development, preserving prime waterfront industrial sites as a future employment base, providing quality services in urban areas, and preserving water quality for multiple use including more adequate sewerage disposal systems in the populated areas. However, it is equally crucial to preserve the scenic surroundings and high quality waters and to provide for balanced recreation development along the waterfronts.

Evaluation and Analysis

Despite some significant differences among the ten counties of Area Two, the major needs are common to all. At least three top priority needs seem evident in the analysis of the findings. These are in the areas of financing governmental services, employment, and youth services. Meeting the needs in these three areas would lessen the effect of other problems identified in the counties.

Crucial to the awareness and solution of the problems of local government is the effective machinery for community planning--for involving the citizens in programs for improvement. There is no machinery for community planning in operation at present in Cheatham, Perry, or Robertson counties. Citizens and county officials, however, recognize the need.

The Dickson County Area Redevelopment Corporation was organized in 1961. Specific community projects will be initiated by this corporation, with appropriate arrangements for legal authority in securing necessary capital. The Corporation also supplies essential background information for the solution of county problems and offers direction in the establishment of county goals. Currently, a countywide planning commission is in the process of being established. Another organization which might accomplish a great deal relative to community planning is the Hickman County Industrial Development Commission. In Houston County, the Erin Municipal Regional Planning Commission with the help of the Tennessee State Planning Commission has prepared a comprehensive plan for community improvement. The redevelopment area organization for Humphreys County is a two-fold apparatus consisting of an Industrial Development Corporation established in 1961 by the county quarterly court and the Humphreys County Area Redevelopment Committee established in 1961 by joint action of public officials and other interested civic leaders. In Montgomery County, a paid full-time director and staff are employed by the Clarksville-Montgomery County Regional Planning Commission, which has done much in the way of planning to alleviate community problems. An Overall Resource Development Committee for Stewart County has been appointed with representatives of various government agencies, civic organizations, institutions, businesses, and industries. In Sumner County, the Gallatin Municipal Planning Commission has been formed to aid in planning various community programs.

Recommendations for Action

1. Employ institutional staff in conducting and reporting research studies to educate the people to the need for greater local tax effort to provide public services; to convince the people that they have the ability to provide greater local financial resources; and to show the need for improving local property tax administration by making the case for improved assessment practices, professionally trained tax assessors, removing tax assessors from the political arena, increased pay for assessors, and adequate staff assistance in assessors' offices; and to provide inservice training programs for local tax assessors and their staffs.

2. Give consultative help to local governmental officials in areas of tax administration and fiscal management.

3. Conduct community workshops which would seek to encourage greater citizen participation in the area of government.

4. Provide leadership and technical assistance to the counties in improving employment opportunities through:

a. Developing a comprehensive plan for economic development;

b. Seeking State and federal assistance in acquiring and developing potential industrial sites and in completing local zoning to protect and reserve the sites for industrial use;

c. Seeking the aid of farmers and agricultural agencies, both State and federal, in improving land and its yield and in working toward an industrial-agricultural balance in the county;

d. Working with the State, the United States Department of Agriculture, the State Board of Equalization and the Federal Land Bank to develop markets for forest products, to improve forest management, and to make forest improvement loans available;

e. Utilizing the various industrial development acts, and the assistance of the Commerce Division of the State Department of Conservation and Commerce in the location and establishment of new industries;

f. Working with the mineral resources agency within Tennessee Valley Authority, and with State geologists, and with the United States Bureau of Mines in commercial utilization of the low grade iron ore found in the region;

g. Working with the State Game and Fish Commission, Tennessee Valley Authority, and with local people in the fish business, and with local chemists, and with local farmers to develop an animal food canning industry which would use rough fish as a protein base and corn or soy beans as the vegetable component; and

h. Urging and assisting chemists, engineers, and others now working for existing local industries to form and establish a local research organization, furnished with a small laboratory, to exploit local mineral and other natural resources for the advancement of the area's economy.

5. Employ staff to survey employment needs of the area and hold workshops to help school people, employment agencies, and others to better understand these needs.

6. Give leadership in the establishment and widespread use of representative advisory committees from business and industry to create definite links between the school program and the employer.

7. Offer short term extension courses to aid in training people for job openings; such a program of courses should be planned cooperatively with industry, and courses should be offered only where need is evidenced and only as long as a need for the particular job skills exists.

8. Institute a publicity program to cause employers to re-examine their hiring requirements to make sure that the high school diploma is really pertinent to job opportunities; in a job solution program, urge employers to restructure some of their jobs, as was done during the war years, and group the more unskilled portions in jobs for which the school dropout or unskilled high school graduate could be hired.

9. Conduct comprehensive surveys of public education in each county; make recommendations for improvement; and plan long-range programs of educational services.

10. Inaugurate programs for the improvement of the selection, training, and retention of teachers, and to:

a. Provide regular seminars and improvement workshops for teachers;

b. Expand teacher training activities and especially vocational teacher training activities in high education institutions;

c. Use college staff to consult with individual teachers on their problems;

d. Conduct teacher turnover studies to determine extent of problem, qualifications of teachers leaving, reasons for leaving, and steps to be taken to reduce turnover;

e. Help local school administration to establish techniques of teacher evaluation; and

f. Provide a more realistic inservice program which better prepares teachers to work with children from blighted or culturally deprived areas of the county.

11. Enrich present school programs by urging industries in the area to loan qualified personnel to assist regular teachers in such areas as chemistry and physics.

12. Develop and work with local school officials in implementing new approaches to reach the parents of potential dropouts, to educate them to raise the aspiration levels of their children.

13. Take leadership role in effecting needed school reorganization to provide schools large enough to provide adequate educational opportunities at a reasonable per-pupil cost.

14. Organize school systems in college's service areas into a project undertaking to improve small schools; this project should encourage member schools to experiment with multiple class teaching, supervised correspondence study, shared services, film teaching, programmed instruction, the use of technological devices in instruction, and seminars for able students.

15. Provide the leadership for effecting more inter-school system cooperation service arrangements for providing many specialized kinds of

educational services; these arrangements may vary from the simplest form which requires no more than an agreement by two or more school systems to jointly employ a particular individual, to an elaborate intersystem agency within the formal framework of the State school system.

16. Lead a campaign for higher minimum standards for State approval of schools for finance purposes; schools may be small because of sparsity of population or because of the reluctance of local boards of education to achieve school reorganization into larger school centers; State funds should be used to finance only "necessarily existent" small schools.

17. Establish programs to utilize the abilities of talented college students in communitywide recreation programs.

18. Provide consultative help to local officials in developing and enforcing city zoning ordinances to regulate land use and the height, use, bulk, and location of building structures; to furnish consultative help to local officials in developing model subdivision standards to provide for sound community development, to secure adequate home lot size and arrangement, and to plan for roads, water, sewer and other facilities; and to furnish consultative help to local officials in planning and developing rural water districts.

19. Cooperate with county welfare personnel in conducting a survey to determine the need for a program of commodity distribution and/or food stamp program for the needy.

20. Provide health courses and programs which place more emphasis on specific environmental health problems as they relate to the local community; expand and update present college programs for preparing welfare and social workers; and establish a program for the training of nurses with provisions for a two-year accredited nursing curriculum, a program of study leading to the Master of Science Degree in nursing or in nursing education, and training of assistant nurses.

21. Use staff in various programs aimed at making local citizens more aware of the importance of dealing effectively with water conservation and flood control needs.

22. Provide consultative help to local officials in conducting a survey of need for housing projects which is a prerequisite to obtaining federal funds for such projects.

23. Provide some weekend or evening programs in which home demonstration services, household repairs, maintenance skills, and other aids and skills might be taught to adults in low-income or blighted areas on a voluntary basis.

24. Inaugurate programs aimed at educating the people on the necessity for approved standards of septic tank construction, on the use of chlorinators, on the process used to pasteurize water, and on considerations to be made prior to digging wells and ponds.

25. Give leadership to promoting the establishment of a port authority to regulate water transportation in the area.

II. AREA THREE

Identification of Problems

Housing. Like most rapidly growing localities, Davidson County has an inadequate supply of decent housing. New arrivals and the disadvantaged crowd into old dwellings, reduce levels of occupancy, and overflow in widening circles of urban blight. A chronic, cumulative plague of the county is the growth of areas blighted by overcrowding and deterioration. As these areas decline, they become slums distinguishable by their congestion, physical deterioration, inadequate services, and high rate of social disorganization.

The findings of this study seem to indicate that insanitation is a major problem in the community involved. Many of the sanitation problems that have plagued the housing sector of the county center around inadequate and outdated planning and zoning practices and laws that have permitted "spot" zoning and multiple dwellings that have created instant slums in numerous neighborhoods. Furthermore, the building codes do not require housing developers to install sidewalks and curbs. Many houses lack storm drainage, causing basements to be damp or partially filled with water during certain seasons of the year. In communities inhabited by deprived and disadvantaged groups refuse, ashes, and garbage are often thrown in yards and the streets.

The contention that there is a lack of real citizen participation in urban renewal planning is widespread in Davidson County. It is also widely believed that undue inequities are visited upon home owners displaced by urban renewal who are forced to relocate.

This study revealed the existence of much tension and concern over inadequate housing construction for low and middle income families and for senior citizens. One pressing need in this area is a lowering of building costs. The replacement of substandard housing with decent living quarters would contribute significantly to reduction of crime, juvenile deliquency, ill health, and personal dissipation.

Poverty. The community problems identified in this area--low income, numerous slums and urban blight, economic deprivation, school dropouts and juvenile delinquency, the high birth rate among the poor, the political apathy of the deprived, and so forth--deprive their victims of personal dignity and human fulfillment as well as the material necessities and comforts of life.

A sizeable proportion (perhaps one-fourth) of the residents of Davidson County receive low incomes or no incomes. The findings of this study seem to indicate that a significant proportion, perhaps one-third, of the poor in Davidson County are children under 18 years old. Educational attainment often is low and dropouts and juvenile delinquents are numerous. Public policy to meet the needs of these youths should focus on motivation and compensatory education to prepare them for employment in an automated society. For the adult poor the emphasis should be on job preparation and physical and mental health. There seems to be a large number of working mothers among the low-income groups and the unplanned legitimate and illegitimate birth rates are high.

Another significant proportion of the poor in the county are Negroes. In general, practically all of the major problems of Negroes are related, either directly or indirectly, to their poverty. Discrimination and segregation based on race exacerbates the problems of Negro poverty in Davidson County. In Davidson County, as elsewhere, those of low economic and educational levels suffer much from costly legal injustices. Positive action is needed to assure equal justice in the administration of law.

Government. There appears to be considerable dissatisfaction with the lack of real choice between the candidates for certain major offices in recent elections in Davidson County. There appears to be a need for effective legislative organs which represent and are controlled by the people and for free elections that will provide the citizens and voters with a real choice among candidates for high offices.

In spite of protestations to the contrary by officials of Metropolitan Government, many inhabitants of the community insist that police brutality is a reality in the community.

If government is to be efficient it must have an adequate supply of qualified personnel to do public service work. Such appears not to be the case at present. Furthermore, a cursory examination of the roster of employees of Metropolitan Government seems to show that not a single

Negro is on the municipal payroll in a high policy-making position in the local government itself and only a straggling few have minor positions. Therefore, Negroes are convinced that there is a subtle practice of racial discrimination in the employment of local government personnel.

Many residents feel that walking patrolmen are needed in the residential areas of the county rather than exclusive reliance on cruising squad cars. A still larger segment of the populace seems to feel that the high cost of water and sewage is excessive. For these and other reasons there seems to be widespread distrust of government in Davidson County. To further support this conclusion some people call attention to the zoning code which permits "spot" zoning; the ordinary citizen has little chance of success in appealing this "spot" zoning action.

Recreation. Speaking broadly, recreation is of two kinds: (1) physical recreation or those activities that lead fundamentally to physical rejuvenation, and (2) intellectual recreation or those activities that stimulate the mental processes in varying degrees. In view of the contention of participants in this study, there is an urgent need for recreational facilities in Davidson County, especially in congested neighborhoods. In physical recreation multi-purpose planning may result, for example, in the utilization of school athletic fields and gymnasiums for afternoon, evening, and weekend activities. Development of the community center concept which would result in numerous additional recreational activities within and around the public schools would be desirable. During nonschool hours the school shop could serve as local hobby shop.

School facilities could be used to accommodate clubs and discussion groups and for concerts and little theater activities.

The popularity of water sports is increasing steadily and more attention could very well be given to the planned use of water resources in the county. In the area of intellectual recreation, perhaps county officials should seek to maintain, expand, and further decentralize public library facilities. The findings of this study reveal considerable community concern over the shortage of recreational facilities in the county for senior citizens.

Employment. Many inhabitants of Davidson County believe that local employment opportunities are somewhat limited and that wage rates in the community are generally low.

One of the major employment problems identified in the community is a widespread lack of sufficient education and skills by a large segment of the labor force to assure that laborers will be properly employed. As the community looks to the future, it is believed that anticipated job opportunities will require about the same level of skills, manual dexterity, knowledge of machine operation and mechanics, and physical strength as the present. This assumes of course, a continuing vocational education and retraining program as well as continuous in-and-out migration of persons possessing all types of skills. There is a shortage of adequately prepared vocational education instructors.

A substantial proportion of the inhabitants of the county suggest the need for a regular system of disseminating job market information in the county. This seems to be a vital suggestion because of the low level of employment opportunity generally available and the general lack of knowledge regarding available jobs.

Youth opportunities. The respondents participating in this study identified six major problems in the area of youth opportunities. The high rate of juvenile delinquency is significant because it is indicative of a deepseated social disorganization among the youth of the county that is distressing. There appears to be much concern also over the relatively large and growing number of unwed mothers in the community. Another impediment to youth opportunities is reflected in the widespread distress over the rising proportion of broken homes in the county. Lack of motivation among many of the youth is not conductive for them to take advantage of existing opportunities. Opportunities to work in partnership with adults in social planning and change are lacking, and additional job opportunities are needed.

Transportation. The metropolitan area of Davidson County functions on the basis of transportation and communication. The findings of this study identify eight especially annoying transportation problems in the community. However, it should be observed that most aspects of the local transportation facilities are in a desirable state of continuous improvement. Most of the vexing problems of transportation identified are in the operational area rather than the modes of transportation.

There is much concern over the community's inadequate system truck routing which allows large trucks to drive through residential neighborhoods, to stop while loading or unloading goods, or simply to park. This is one of the most difficult local traffic problems. Closely related to it is the present gridiron pattern of straight streets in the residential areas. Such streets are not functional today in residential communities. Because of the high cost of construction and upkeep, as well as the tax revenues foregone on land used for streets, straight streets for residential purposes cause a high tax burden for the Metropolitan Government. These straight streets also encourage speeding that endangers life, limb, and property.

One of the most annoying problems in the county results from the lack of proper upkeep of railroad tracks and track beds. This is particularly true in low-income neighborhoods near which the railroads are located or through which the railroads pass. Equally annoying is the fact that the county seems to have no law which enables law enforcement officers to deal with junk automobiles. Inconvenient bus routing and the high cost of new modern transportation equipment are problems that sorely need attention and action.

Perhaps the most promising approach to the solution of Davidson County's problem of surface transportation lies in the separation of traffic. This is (1) the separation of local traffic from through traffic, (2) the separation of residential traffic from the rest of the interurban traffic, and (3) the separation of commercial traffic from pleasure traffic. Efforts are now underway to route through traffic outside the inner city on bypasses and elevated structures, but much remains to be done. Parking is another major transportation problem in the county. On-street parking narrows the lanes for moving traffic.

Health. The participants in this study identified nine major health problems in Davidson County. One of the most vexatious of them arises from air pollution from rendering and chemical plants.

In general, many of the health problems in Davidson County are associated with insufficient staff and trained personnel in all areas of health and medical care. Whereas hospital and medical facilities appear to be adequate for the general population, there is a lack of sufficient bed space for special medical patients such as terminal cancer victims. The aged inhabitants of the community have numerous health problems peculiar to their own age group. Low-income groups are handicapped still further by insufficient medical and dental care.

In the mental health area it was found that hospital facilities for private psychiatric patients are inadequate and that there is a shortage of well-prepared personnel.

There is considerable dismay in the community because there appears to be no public program to ameliorate or eliminate venereal disease and drug addiction. Poor sewer drainage and insanitation are problems throughout the county, particularly in neighborhoods inhabited by the disadvantaged classes. In the area of animal control, it appears that there are few dogcatchers and apparently no leash law.

Land use. The data collected in this study seem to suggest that the officials of Davidson County should review existing public policies that determine land use, the revision and updating of zoning laws, and the purposeful acquisition of land on an equitable basis. The physical development potential of numerous areas of the county has not been realized. The locations of land acquisitions for recreational use in recent years appear not to have been where land is most needed for such purposes in the county. There is great need for soil conservation in Davidson County.

Evaluation and Analysis

In this study of community problems in Davidson County, officials and representatives of approximately 250 community agencies and government units were interviewed and approximately 250 households were queried via door-to-door and telephone contact. Some of the community problems identified have grown out of and/or been aggravated by the transition in 1963 from two separate governments (city and county) to one Metropolitan Government for Nashville-Davidson County. In consolidating the functions of new government many reallocations between the old city and county departments were necessary, as they were merged into eight departments and seventeen major agencies and boards. So the new Metropolitan Government assumed responsibility for keeping up with the service needs of the new developing areas of the county while attacking community problems that had accumulated in the past. At the outset the new government sought to upgrade many services and to solve codes, drainage, police, sanitation, and other problems that had been developing for many years. As existing problems festered and new ones developed, the new Metropolitan Government began by conducting seventeen basic studies designed to establish its plan of operation. In spite of the findings and plans resulting from these studies and the programs of planned action that have followed, a representative number of community leaders, government officials, and humble citizens have identified the major problems laid bare in this study as being outstanding aberrations in the community.

The various categories of community problems are given the following priority ranking in descending order: housing; employment; poverty; government, with special emphasis on the administration of justice; health; youth opportunities; transportation; recreation; and land use.

Recommendations for Action

It is recommended that appropriate personnel in colleges and universities:

1. Design and execute research projects on some of the most urgent community problems identified in this and similar studies in collaboration with community leaders.

2. Conduct seminars, conferences, institutes, and public discussions on some of the most significant community problems identified in this and similar reports.

3. Provide internship experiences for selected students in health facilities, government offices, recreation centers, and so forth; this would not only enlarge and enrich their knowledge of the urgent social concerns, but also would sharpen their abilities in the recognition, analysis, and solving of social problems.

4. Publish newsletters, clip sheets, pamphlets, newspaper articles, and so forth on selected community problems that are of concern to a considerable number of people.

5. Develop comic books, cartoons, and games designed to provide information about the problem being discussed and designed to show the user how to analyze and attack community problems with a view to developing proficiency in intelligent decision-making and problem-solving.

6. Conduct a Metroplex Assembly as a demonstration project in the use of television to help the people in the metropolitan setting to re-establish a sense of community, to think seriously about community problems, and to engage in intelligent inquiry about current community problems.

III. AREA FOUR

Identification of Problems

Housing. In Maury County, the community leaders reported that substandard housing, lack of housing codes (plumbing), and too few low-rent facilities were the major problems. Another problem is generated when existing housing must be removed or demolished to permit improved highway and main street developments. In Lawrence County, the major problems reported were in planning, home improvement and rehabilitation. The Lawrenceburg community is awaiting approval of certification for urban renewal projects. It was suggested that colleges and universities become more community oriented and actively work towards helping communities. The new Columbia State Community College was cited as an example of a "community" college which has been seeking our problem areas for further study.

In Williamson County, the major problems include a lack of code enforcement, a large percentage of substandard houses, insufficient housing for low-income families, and inadequate property taxes. In Marshall County, the problems reported by county and community officials were those of equal opportunity in housing, a shortage of housing, and enforcement of condemnation proceedings. There is a related problem of how to motivate people to want to improve existing housing.

In Moore County, the major problems reported were a lack of suitable facilities for senior citizens, a lack of nursing home facilities, and the need for a housing project to support the Tim's Ford development project. State and federal agencies have been contacted for assistance. In Giles County, the housing area problems reported by community officials concern local tax policy, senior citizens facilities, housing for families of low and moderate incomes, home improvements, and a "tight" money situation.

In Grundy County, the major problems are a lack of rental property, no public housing, and a lack of financial institutions. In Rutherford County and in Cannon County, there are problems in the areas of planning, existing housing, code enforcement, public housing, housing for senior citizens, urban renewal programs, and substandard housing. In Bedford County, the problems reported were planning, community renewal programs, and the shortage of public housing. In Wilson County, home improvement and rehabilitation of certain areas are the major problems. Urban renewal efforts are hampered by inadequate planning; code enforcement is not as satisfactory as it could be; suburban areas are permitted to develop with inadequate sewerage service, which poses a future problem.

The housing problems revealed by this survey can be categorized as follows: home improvements, urban planning, codes and code enforcement, and senior citizens nursing home facilities. The home improvements problem appears to be one of motivating people to keep their housing from becoming a blight upon the community; this is particularly true in the older sections which have become "rental" property for low-income groups. The urban planning problem is traceable to a lack of personnel trained in the field of urban planning; the needs in this regard cannot be fulfilled until trained personnel are available. The codes and code enforcement problems stem from outdated codes and community apathy towards code enforcement; officials concerned with code enforcement are often confronted with a political power structure which negates efforts at code enforcement. Inadequate nursing home facilities for senior citizens have become a definite problem area confronting all communities.

Poverty. Officials of Maury County feel that more assistance from State and federal programs is needed. Another problem is getting an Equal Opportunities Program started. Although local, State, and federal agencies are working in this area, one mayor reported that his community did not seem to be interested in developing low-rent housing to help alleviate this condition; in another community, it was reported that no one was actively seeking further help from State and federal officials. Lawrence County is participating in the Elk River Development Program and has a branch office of the Office of Economic Opportunity located in Lawrenceburg. Current poverty problems are the pockets of slums and blight with their low-income groups.

Poverty problems in Williamson include rundown housing, a high illiteracy rate, high welfare receipts, and the need for a community action program; another problem is one of self-pride and personal improvement. Marshall County and its communities have no significant poverty problems beyond motivating the few families on welfare programs to want to improve their way of life and to use their welfare payments in a more beneficial manner.

Approximately 49 percent of the families in Moore County have incomes less than $3,000 per year. (This is the smallest county in Tennessee and is one of the counties involved in the Elk River Development Program, Office of Economic Opportunity.) County officials have made the problems known to State officials, but the unique size of the county limits its ability to correct the problems.

The poverty problems in Giles County concern counseling and guidance, education and information, and lack of knowledge of the many programs available to the communities to help them resolve relevant poverty problems. In Grundy County, all poverty problems are a result of the economic climate; since the closing of the coal mines, stable male employment has virtually been nonexistent.

The major poverty problems reported in the joint-county area of Rutherford and Cannon are inadequate guidance and counseling; lack of food stamp programs; lack of a cheap mass transit system to permit economical access to work and training facilities; inadequate legal aid to low-income families; lack of financial advice and guidance; and inadequate adult educational/vocational training programs.

County and local officials in Bedford County reported no major poverty except in connection with problems of the Negro child welfare program. The poverty problems in Wilson County are said to stem from ignorance, illiteracy, and large families in the low-income group; these families are usually the core of nonstable employees, and they are not motivated to upgrade their way of life.

The lack of motivation of people in the low-income and non-income groups is a self-induced barrier in many instances and one which will require greater efforts on the part of the education system to enable these individuals to overcome this barrier. The low-income groups are perpetuating their existence as such by not having reasonable opportunities available to them for upgrading their skills. The need for assistance from local, State, and federal agencies is obvious. This outside assistance must be complementary to, not a substitute for, internal actions of the group to develop economic growth-inducing functions.

Government. In all fourteen Middle Tennessee counties, and particularly in Wilson County, there is an inadequate tax structure. The present property tax structure will not support needed improvements, particularly in the educational field.

Recreation. The only recreation problem reported in Coffee County is the need for an expanded program for older people. Local officials are seeking State and federal assistance. Lawrence and Marshall counties also reported a need for recreational services for older people.

Recreation is a major problem area in Lincoln County (local officials state that more help is needed here than in any other area). Wilson County, Williamson County and the joint counties of Rutherford and Cannon need additional recreational facilities and adequate programs for all ages. City and county officials are aware of this problem, but they need help, guidance, and funds. In Bedford County, the largest community considers itself to have satisfactory recreation programs and facilities; small communities, however, have financial problems concerning facilities available for recreational programs.

The recreation problem confronting most of the counties and communities in Middle Tennessee is the lack of recreational programs and adequate facilities. The lack of programs is recognized by community leaders; however, the problem of planning and financing adequate programs and facilities for all age groups is a greater problem than most communities can resolve by themselves.

Employment. The employment problem in Maury County is to develop a program to permit further training of the existing unskilled labor, which is a minor percentage of the total labor supply; also, there is a need for expanded vocational training programs for both youth and adult participants. The city, county, State, and federal agencies should do more in this area, according to the community leaders.

The greatest employment problem in Lawrence County is the need for adult vocational training programs which will help people upgrade their skills. The development of programs for the mentally retarded is not making the progress desired. Employment of senior citizens is not being fully realized.

The employment problems in Williamson County are twofold: there is no employment security field office in Williamson County and there is a lack of vocational training programs. In Marshall County, the problems reported in this area were inadequate vocational training for adults, the need for improved occupational training, and the need for a dual system of educational training to provide technical and liberal arts training on a co-equal basis.

Employment problems of Moore County are handled by the Employment Security Office located in the adjacent county of Bedford; the vocational training requirements are also fulfilled by the training center of Bedford County. The study of regional development might lead to industrial development in this county, thus aiding this county to improve employment opportunities.

In Giles County, the major employment problem reported is the diminishing supply of labor; wage rates are low and vocational training programs are needed. Most available employment in Grundy County is not of the caliber which can support a family; all in all, there is really no employment opportunity. The employment problems in the community of Rutherford County and Cannon County include a shortage of labor, lack of vocational training facilities, lack of employment for unskilled labor, and low wage rates in some instances. Bedford County reported the need for more vocational-technical training and the re-employment of older people. In Lincoln County, the problems are scarcity of skilled labor and need for adult vocational training facilities.

The employment problems in Middle Tennessee concern three groups primarily. One group cannot find employment due to the probability of immediate military service. The second group consists of older workers whose crafts and skills are becoming outdated by technological progress; this group needs career development, guidance, and assistance to cross-train into other fields of employment. The third group consists of the unstable low-income/non-income sector. An additional element to be considered involves the retired group who are still capable of performing many productive functions and/or services. This group needs to be recognized and organized in some manner to avoid this economic loss.

Youth opportunities. In Maury County the main problems reported were education, dropouts, juvenile delinquency, and lack of adequate planning for youth opportunities; occupational training seems to be the key to resolving these problems. Expanded vocational training programs are needed to permit upgrading of semiskilled personnel in Coffee County. The problem in youth opportunities reported in Lawrence County is the hesitancy of employers to give employment to youth who are facing possible draft into military service. In Marshall County, the problems in this area relate directly to the lack of employment opportunities and the inadequate vocational-technical training programs. There are practically no youth opportunities in Giles, Williamson, and Grundy counties. As a result the dropout rate is high and many of those who do graduate move out of the county.

The major needs reported in Rutherford and Cannon counties were for community centers for youth, guidance and counseling programs, mass training in physical education, and occupational training facilities. Bedford County reported the need for improved guidance and counseling to avoid dropouts. In Wilson County, there is a need for another local vocational training facility (the closest is located approximately thirty miles away). In Lincoln County, there is inadequate planning in the whole area of youth opportunities.

The major community problem in Middle Tennessee is inadequate youth opportunities. Tennessee is losing its young people to other areas offering better opportunities. The alternatives available to the youth in Middle Tennessee are college, agriculture, and industry services. The very small percentage absorbed by colleges and agriculture means that the industry services sector(s), by some means, must be developed in Tennessee to provide worthwhile opportunities for our youth. There is another very relevant additional factor to be considered--the industry services sector is attracted to areas having trained, skilled labor available. The nature of the comments from most of the interviewees in Middle Tennessee indicates a strong demand for additional, expanded vocational-technical program and facilities. Although Tennessee has a Statewide program of twenty area vocational-technical schools, the county and community leaders' repetitous requests for more facilities and expanded training programs indicate room for improvement in the total service provided by vocational-technical programs.

Transportation. In Maury County, the major problems reported were inadequate planning, obsolete road systems, and lack of parking areas; one community (Mt. Pleasant) has requested help from Middle Tennessee State University to conduct a traffic survey and help resolve the congested traffic situation confronting them. Lawrence County and its communities have problems of traffic congestion around the town square, lack of adequate parking facilities, and need for an urban renewal and beautification project. In Williamson County, the transportation problem is one of urban renewal; this program was defeated during the last election, thus eliminating many needed changes in this area.

Moore County has only a highway trucking system and needs a bus line. In Grundy County, the transportation problems revolve around a lack of truck, bus, and air service; most of these problems result from the fact that the county is off the "main highway." The problem areas in transportation reported for Rutherford County are a single line railroad with practically no passenger service, need for a city bus system, and delay in completing the interstate highway section within the county. Cannon County has only one bus line and no truck transportation system of any significance.

Advanced acquisition of land, intercity and intracity road systems are the problem areas reported in Bedford County. In Warren County, the major problems reported in this area included a local bus station not located centrally, a community located on a by-pass, and poor city planning with regard to parking and traffic flow. There is an overall transportation problem in Wilson County because of the inadequacy of the total system, particularly the roads from rural to urban centers. There is a lack of adequate transportation facilities to and within Lincoln County; parking is a community problem. A mass transit system for Middle Tennessee is needed.

In the Middle Tennessee area, a major problem is the total inadequacy of transportation available throughout the region. Some counties and communities are geographical isolates, having only one or perhaps two mediocre means of transportation serving them. The progressing, expanding communities have good-to-excellent means of transportation available. A minor problem is the parking situation in most communities. This byproduct of economic growth and development has become a bottleneck in community planning, especially where urban renewal is concerned.

Land use. In Maury County, the local governments, with assistance from the State Planning Comission, believe they can handle the reported problems related to planning, annexation, and pollution. In Williamson County, the problem at present is a lack of agreement among members of the planning commission as to how to annex and develop surrounding land.

In Moore County, there are no particular land use problems at present; however, with the land development expected from the Tim's Ford Project, and the increasing population projected, certain growth problems are anticipated, particularly that of pollution. There has been a problem of inadequate planning concerning the water utility districts in Giles County; county officials, local planning commissions, and the Elk River Development Agency should be able to resolve this problem. In Grundy County, there has been a lack of industrial development of planning; State planning agencies should study this problem area. Cannon County, particularly Woodbury, has not done any planning on land use; the community of Smyrna is concerned about the future use of Sewart Air Force Base facilities. In Murfreesboro, in Rutherford County, approximately 40 percent of the area within the city limits is not being utilized and is available for development. Industrial planning agencies should be able to help resolve these problems. In Wilson County, there is a need for studies on city and county zoning problems.

This area is not considered to be a major problem in approximately one-half of the counties and communities surveyed. In the remainder, the problem is one of planning. Counties and communities which have planning commissions are actively working to improve land usage. The smaller communities have neither the talent nor the funds to undertake a serious study in this area. The larger communities have inherited many problems through annexation of adjacent property. After annexation action has been taken, the city council becomes burdened with upgrading the annexed property, specifically water, sewerage, police, fire, and other services.

Evaluation and Analysis

An overall evaluation of the data collected on Middle Tennessee community problems reveals several major issues. Of great significance is the recognition by community leaders at all levels that education is the key to youth opportunities and, in turn, youth opportunities are the key to future growth, economic development, and prosperity for Tennessee and its communities.

The majority of the Middle Tennessee communities visited during this survey are small communities, having a population between 750 to 5000. The problem areas which develop with population growth are relative to the size of the community. With the exception of youth opportunities as a general problem area, the smaller communities differ in degree and in kind as to the problem areas confronting them. For example, land use is of little import to smaller communities but becomes a bottleneck and problem area in the larger cities.

The general response from those interviewed was most favorable and fully supports the thesis of Title I that colleges and universities should become more community oriented on local problems and issues. In practically every instance the interviewees were pleased to know about the Title I programs and appreciated the interest shown by the colleges and universities in helping to resolve community problems. The discussions held with the various community leaders on the major problem areas revealed the following pattern of thinking: that the problems confronting communities today are resolvable through our system of education. The system therefore, must extend its services and expand its capabilities to fulfill its responsibility to society.

Recommendations for Action

1. The primary recommendation is to emphasize that continuing work of this nature is of the greatest significance to the future of Middle Tennessee. Improved channels of communications between the communities and higher education institutions should be established so that problem areas can be identified, and suitable recommendations returned to the community leaders.

2. In the general area of employment, a survey should be undertaken to determine the labor resources available, what skills and crafts exist, how skills and crafts can be upgraded, and future needs of industry in Middle Tennessee.

3. Nondegree as well as degree oriented courses should be offered in urban geography, urban planning, urban renewal and development problems, urban administration, and similar topics for community planning and county/city management and administration.

IV. AREA FIVE

Identification of Problems

Poverty. More than half of the families in Area Five live below the minimum subsistence level of $3,000 per household established by the Federal Government. The effective per capita income of the region is 65 percent of the per capita income of the State of Tennessee and only 49 percent of the United States. Inadequate housing, poor sanitary conditions, lack of personal cleanliness and grooming, inadequate diet, and poor medical and dental care constitute a large part of the average low-income family environment.

The "hard core" poverty cases of this region are not being reached by a majority of the programs designed to improve urban and rural America. Many of the families are either not aware of or do not understand the programs that already exist. These mountain people are independent and suspicious of new ideas. In some cases, they are too proud to accept assistance. They do not respond to calls for mass meeting to discuss a program or community project that might assist them. In general, there is an inverse relationship between the needs of families and individuals and their willingness to participate in developmental programs. Functional illiterates in this region would probably be the last group to answer a call to organize or enroll in adult education courses. They rarely belong to home demonstration clubs and civic organizations.

A door-to-door campaign is needed to screen and recruit participants for developmental programs. New techniques for communicating with low-income families should be developed. A low-income family environment tends to retard the social and mental growth of young children. Children with a limited education and few job skills repeat the cycle of poverty.

If the cycle of poverty is broken, it will come as a result of developmental programs for children, ages two to five, and their parents, especially the mothers. The daycare Headstart program authorized under the Economic Opportunity Act of 1964 should be combined with a program to help the parents understand their children and teach the parents ways to improve the home environment. A long-range program of this type, with periodic modifications, will be needed for another generation. Job opportunities, vocational training, and adult education programs will be needed to help low-income families rise above the minimum subsistence level. Federal assistance will be needed to develop sewage disposal systems, water utility districts, housing projects, and welfare programs for families that will never be able to earn an adequate income.

Government. If the physical condition of county courthouses and other public buildings is indicative of the esteem of the people for county government, citizens of the Upper Cumberland region are unwilling to finance a strong county government. A majority of the public buildings and offices are poorly maintained and in need of repair or replacement.

County officials, in general, are untrained and underpaid. Without exception, the public offices which make up county government are outdated and cannot be expected to function effectively under existing statutory regulations and general laws.

Public schools in the Upper Cumberland region are financed through funds secured from an inadequate tax base. Antiquated policies of assessment and tax collection keep county funds at a minimum level. The superintendent of schools and school board members are elected with little regard for the training and the qualifications needed to perform their jobs. The school budget must be approved by a county court untrained in financial matters but steeled against increased taxes. In 1965-66, the Upper Cumberland region had approximately 41,584 children enrolled in grades 1-12. Recent standards proposed by the Center for Southern Education Studies at George Peabody College for Teachers, Nashville, Tennessee, established a minimum of 10,000 students for each local school district. Using this minimum criterion, the fourteen-county Upper Cumberland region would have four or less school districts. The small school systems located in the Upper Cumberland region do not provide enough supervisory and staff personnel or enough special programs.

Employment. In 1965, approximately 50 percent of the households in the Upper Cumberland region had an estimated effective buying income of less than $2,500; 73 percent had an estimated effective buying income of less than $4,000, compared to 50 percent in the State of Tennessee. Unemployment rates for the Upper Cumberland region usually exceed the unemployment rates for the State of Tennessee. Although the steady migration of young adults has helped to ease the problem of unemployment, it has created a shortage of capable leaders.

The total Upper Cumberland population for 1960 was estimated to be 88.6 percent rural and 11.4 percent urban. Agricultural employment constituted 34 percent of the total male employment for the Upper Cumberland region, compared with 15 percent for the State of Tennessee. The _Directory of Tennessee Industries_, 1966, listed 231 industries employing 17,764 persons in the Upper Cumberland region, representing a 22 percent increase over industrial employment opportunities as listed in the 1963 directory. Almost 70 percent of the industrial workers are employed in manufacturing nondurable goods; 28.8 percent are employed in manufacturing durable goods. Mining activities provide employment for only 1.6 percent of the total industrial employees. Job opportunities in mining decreased by 22.7 percent from 1963 to 1966. During the same period, job opportunities in industries producing nondurable goods increased by 21.2 percent, and job opportunities in industries producing durable goods increased by 28 percent.

The absence of high-paying job opportunities causes many of the young people of this region to migrate to urban areas. The region needs new industry and rapid expansion of existing industry to provide high-paying jobs, especially for young men. Improved job opportunities in local industry would increase per capita income and improve local leadership. Absentee ownership of large tracts of land in outlying areas and speculative ownership of property inside or adjacent to small communities have restricted industrial and commercial development. Industrial and commercial expansion has also been hampered by a lack of coordinated planning at the county level.

The need for county planning commissions is illustrated by two recent rulings. First, each county must have an up-to-date economic development plan before requests for loans or grants will be considered by the Economic Development Administration of the United States Department of Commerce. Second, the Farmer's Home Administration has announced that it will refuse to accept applications for water utility district assistance grants and loans unless the county has completed a comprehensive water and sewer plan.

Youth opportunities. The average education level for adults 25 years of age and over in the Upper Cumberland region is mid-seventh grade for men and approximately eighth grade for women. If each person with less than five years of schooling were classified as a functional illiterate, 21.6 percent of the adult population in the Upper Cumberland region would fall into this classification, compared to 14.8 percent in the State of Tennessee.

The majority of children from these low-income families experience cultural deprivation in the home. Inadequate learning experiences, combined with restricted travel experiences and limited contacts with other people, retard their social and intellectual growth. By the time these children enroll in public schools, they find it difficult to compete with children from middle-class families in their peer group. Their chances for success in educational endeavors are exceedingly small. School dropouts are a severe problem. In 1960, 63.5 percent of the 16- and 17-year-old age group were enrolled in school compared to 74.5 percent in the

State. The problem is apparently related to inadequate curricula, poorly prepared teachers, limited funds, and public apathy. Some students must ride a school bus three hours or more each day to attend a school that does not provide the type of curriculum needed to prepare a child to live in modern society. Of the twenty-five high schools in the Upper Cumberland region, eighteen have an enrollment of less than 500 students. Thirteen of these twenty-five high schools offer thirty or less courses.

The lack of educational opportunities within the Upper Cumberland region has been a problem from the time of the earliest settlement. The isolation of the region from outside influences is reflected in the pattern of staffing the school system primarily with local teachers. One-fourth of the teachers have less than four years of college training, and few are working toward a degree or participating in activities that would upgrade them professionally. Although the high school curriculum in the region is largely college preparatory in nature, only about one-third of the students graduate from high school, and the percentage of this group attending college is small. The high school curriculum offers very little vocational training for noncollege-bound youth other than agriculture, home economics, and commercial subjects.

Employment opportunities in high-paying business and industrial firms are needed to stem the migration of young workers to urban areas. As job opportunities increase, federal, State, and local cooperation will be needed to upgrade the ability of the labor force. Programs, including vocational education, on-the-job training, management training, and training in the basic procedures of operating a business, should be organized.

Transportation. The Upper Cumberland area has an underdeveloped system of transportation, with some specific limitations for future development. Although small private airports do exist, no commercial air service is available in the region. Portions of the region are served by the Tennessee Central and the Louisville and Nashville railroads. If commercial and industrial growth continues, the operation of the railroad is expected to improve. An organized system of water transportation does not exist. Completion of the Cordell Hull Dam in Smith County, near Carthage, Tennessee, will provide water transportation on the Cumberland River for Smith, Jackson, and Clay counties.

Interstate 40, which is partially completed through this region, has provided a major east-west highway link. Additional highways are needed for north-south travel. Unpaved country roads and crooked, inadequate highways increase the hazards involved in travel and the time necessary to move from one location to another. The Appalachia highway program will remove the biggest single reason for the Appalachian problem--isolation.

Health. The Upper Cumberland region has 374 persons for each general hospital bed, 2,176 persons for each physician, and 5,474 persons for each dentist. In contrast, the State of Tennessee has 235 persons for each general hospital bed, 1,002 persons for each physician, and 2,641 persons for each dentist. The physician-population and dentist-population ratios of the Upper Cumberland region are more than twice as large as the same ratios for the State of Tennessee.

Land use. The land usage of the Upper Cumberland region may be categorized as follows: 63.6 percent in forest and woodland, 16.9 percent in cropland, 12.1 percent in pasture, and 2.8 percent in urban and built-up areas. The remaining 4.6 percent of the land is devoted to other uses. The land is utilized primarily for general agriculture and cattle raising. It is also used for some timber production and a limited amount of mineral extraction. Steep slopes, narrow valleys, and rolling hills dotted with lakes and small streams provide attractive scenery as well as recreation and tourist potential.

Evaluation and Analysis

The land area of the Upper Cumberland region includes 5,322 square miles, or 3.4 million acres, and is approximately one-eight of the total land area of Tennessee. This region, which is located in the northern part of Middle and East Tennessee, includes portions of the Central Basin, Highland Rim, and the Cumberland Plateau. The elevation ranges from less than 500 feet to more than 2,000 feet above sea level.

The Upper Cumberland region is sparsely populated. The population is one-twentieth of the total in the State of Tennessee. The net population decrease from 1950 to 1960 was more than 17,000 persons (9.2 percent). Net migration out of the region was more than 42,000 persons for the same decade. A majority of the migrants from the region were from the younger generation. Many of these young migrants were capable, educated individuals who could have become community leaders. Recent population figures indicate that this migration is decreasing for a majority of the counties.

New industries located in the region now provide increased job opportunities. Eight of the fourteen counties registered a net population increase from 1960 to 1965.

Information relating to personal and family income, job opportunities, educational opportunities, and the migration of capable young people gives shocking testimony to the shortage of funds, services, and opportunities for a large portion of the people of the Upper Cumberland region. If problems related to transportation, job opportunities, and educational opportunities are gradually solved, many families will be able to move above the minimum level of subsistence.

Recommendations for Action

1. Analysis of the objective data collected on each county, combined with information secured from personal interviews, indicates a need for community service programs in all of the counties. Projects under Title I of the Higher Education Act of 1965 should be planned by persons professionally trained in political science, business management, accounting, education, sociology, psychology, home economics, and industrial development.

2. The major problem related to poverty is finding ways to communicate with and help the "hard core" poverty cases. Efforts on their behalf will require funds and personnel to wage a door-to-door campaign to recruit and screen participants for various programs. Long-range planning is needed for programs of this type. This planning should include a

careful evaluation of existing welfare and economic opportunity programs to be followed by intensive pilot projects. Then, pilot projects that have proven merit should be expanded.

3. The greatest opportunity for eventually breaking the cycle of poverty is working with mothers and young children from two to five years of age. A program for five-year-olds is already functioning as a part of the Economic Opportunity Act of 1964. Daycare Headstart programs should be expanded to include children from ages two to five. The major purpose of the program should be to help the child relate to and function effectively in the home. Such a program would alleviate some problems for the public school systems of the Upper Cumberland region. Children from low-income families entering the first grade from a Headstart program would be better able to compete with their peers.

4. New programs to assist parents in improving the home environment should be organized. If these programs are planned for the same time and are located where the children are participating in daycare Headstart programs, participation would probably be increased because parents would not have to pay a babysitter. Funds should be available for transportation, so that families needing help, but lacking adequate transportation, would be able to participate in these programs. In addition to helping the mother understand accepted methods of child rearing, these programs should give assistance to both mother and father in understanding child growth and development, consumer education, and the like.

5. A new system of county government headed by a chief county administrator is needed. Each office in the new system should have specific responsibilities, and all of the offices should function as a unit. County records should be maintained in a central unit utilizing modern data-processing equipment.

6. The assessment of property and the administration of taxes should be governed by regulations established on a Statewide basis. Serious consideration should be given to consolidating small, sparsely populated counties into larger governmental units. Minimum standards on populations size should be established for county units by the State.

7. Continuing education and community service projects, designed to inform the local "power structure" of the need for changes in county government, should be developed on a Statewide basis. Educational television programs should present to the general public information concerning this problem. Projects could be planned to help officials in county government understand the role and function of their positions in modern society. Unless some rather drastic changes in county government occur, solutions to many of the problems in the Upper Cumberland region will materialize slowly.

8. The election of the superintendent of schools by popular vote should be discontinued. He should be appointed by a county school board elected in a county-wide nonpartisan election. School board members and the superintendent of schools should work to secure additional local

revenue for education. Additional revenue is needed to secure better qualified teachers, to replace poor facilities, and to provide expanded course offerings.

9. Each county should organize an active planning commission to develop zoning regulations, building codes, and long-range plans for commercial expansion. A regional planning commission is needed to help coordinate, assist, and supplement the efforts of county planning commissions. Long-range planning would add stability to efforts to secure new industry and to expand existing industries.

10. Business activities related to tourism and recreation should be expanded. In years to come, the natural beauty and recreation potential of the region could become its most valuable asset. Owners of tourist-recreation related businesses should begin a process of upgrading their facilities as soon as possible.

11. The Upper Cumberland region will need federal assistance to insure the development of sewage disposal systems, water utility districts, housing projects for aged persons and low-income families, and soil conservation and watershed projects. Persons responsible for developing and administering these programs should work closely with county and regional planning commissions. Welfare programs administered through the Department of Public Welfare should be continued.

12. Title I projects should be concerned with developing and expanding continuing education and extension programs designed to upgrade the

knowledge and abilities of persons employed in low-paying industries, as well as providing additional educational opportunities for noncollege-bound youth. Vocational training programs in the high schools should be expanded and coordinated with the programs of the vocational-technical schools located in Cumberland and Overton counties.

13. It is imperative that the federal and State governments complete Interstate 40, the north-south highway, and the Cordell Hull Dam. Existing highways and airports should be improved through the cooperative efforts of federal, State, and local governments. Access roads in the outlying sections of each county should be provided so that residents can move rapidly from one area to another.

14. Community service and continuing education programs should be developed for community leaders, local public officials, small business owners, and business and industrial managers. These programs should provide the information and guidance necessary to help citizens of the Upper Cumberland region find solutions to their problems.

CHAPTER IV

COMMUNITY NEEDS IN EAST TENNESSEE

(Areas Six, Seven, and Eight)

Four institutions of higher education participated in the collection of data in the thirty counties of East Tennessee (plus two counties in Middle Tennessee). The University of Tennessee joined with Knoxville College in a systematic study in the nineteen counties of Area Six: Anderson, Blount, Bradley, Campbell, Claiborne, Franklin, Hamilton, Knox, Loudon, McMinn, Marion, Meigs, Monroe, Morgan, Polk, Rhea, Roane, Scott, and Union. Carson-Newman College was responsible for the systematic study of selected communities in the six counties of Area Seven: Sevier, Cocke, Jefferson, Grainger, Hamblen, and Hancock. East Tennessee State University was responsible for the study in the seven counties of Area Eight: Hawkins, Greene, Sullivan, Washington, Unicoi, Carter, and Johnson.

I. AREA SIX

Identification of Problems

Housing. Homes for low-income families are insufficient and crowded. Recent highway construction within the City of Knoxville eliminated eight hundred dwelling units, largely in low-income neighborhoods. A similar situation exists in Chattanooga. There are additional factors serving to displace low-income people. The families moved from their homes are very often not quite poor enough to qualify for public housing and not quite solvent enough to afford better housing than what they have left behind. Homes for low-income people in small urban and rural areas are in short supply, although the situation is not as acute as in Metropolitan areas. Housing facilities for the elderly are not sufficient to meet the needs of all applicants. Large numbers of substandard houses exist. Houses with no plumbing at all are frequently found in rural areas, and people can sometimes be found living in converted chicken coops and cattle barns.

Neglect and abuse of premises by low-income tenants rapidly deteriorates blight-free or newly rehabilitated areas and is discouraging to those owners who otherwise would be receptive to rehabilitation programs. This situation is only a part of the larger dilemma now partially described by the term "cultural deprivation." Analyses of its source are plentiful; constructive suggestions for solutions are scarce. Projects for community improvement are lagging due to the fact that neighborhood and civic organizations are not sufficiently aware of the total harmful effect resulting from substandard housing. The capabilities of aroused civic improvement groups have been demonstrated in the Knoxville and Chattanooga metropolitan areas. There is also the additional problem that rural and small urban areas have a far smaller tax base on which to finance such programs. Even when federal aid is available there are occasions when projects have to be turned down because county or municipal officials feel there is simply not enough money to put up the local matching share of the cost. This opinion of county or municipal officials is subject to question, but at the present time it is an opinion that reflects the sentiment of the majority toward programs that would require increased taxation.

Poverty. Publicly supported daycare nurseries are few and in existing ones there is a need for improved and broadened services. Extensive studies made by community service agencies in both Chattanooga and Knoxville indicated that existing practices were not entirely satisfactory for various reasons. Frequently mothers who would prefer to work in order to supplement or become independent of welfare checks are unable to do so because no satisfactory arrangement for the care of small children can be found. It may also be desirable to consider broadening the services of daycare centers to help working mothers who are slightly above the poverty level. Perhaps some system could be worked out whereby a sliding scale of payments could be arranged, based on ability to pay. These people cannot afford the full rate insisted upon by privately operated daycare facilities.

Family breakdown related to Aid to Dependent Children and other factors which result in mother-centered families is becoming a real problem. A Chattanooga study group noted that families receiving Aid to Dependent Children increased more than 100 percent between 1957 and 1963. Marginal employment is partially blamed for tempting husbands to desert their families in order that they may become eligible for assistance. A need for increase in public assistance to families with more than five children was one of many suggestions made by a study committee of the Chattanooga Metropolitan Council for Community Services in March 1963. The situation is relieved somewhat by distribution of additional commodities to families with more than five children, but indications are that more relief money is needed.

School dropouts compound the poverty problem by further adding to the excessive numbers of unskilled who cannot find jobs, thus perpetuating poverty to another generation. Truancy is common in rural areas where attendance officers are too few or are absent altogether.

Social work agencies are understaffed, especially in those departments which are related to child welfare. Recommendations based upon surveys performed in Knoxville and in Chattanooga by United Community Service Councils are consistent in pointing out this shortcoming. The main problem seems to be a lack of funds which can be remedied only with additional State and local support. Case workers are needed in public supported community service centers where they exist. It seems wasteful that the few centers now available are not being used to their fullest capacity due to a lack of qualified personnel. Officials in both the Chattanooga and Knoxville metropolitan areas have mentioned a definite need for expanding existing social work training programs. Privately supported community services, such as those carried out by United Fund agencies in the metropolitan areas, are seldom found in small urban areas and never in rural areas. A frequently mentioned suggestion calls for the establishment of an office to coordinate proliferating public and private agencies which already exist for the purpose of providing community services. This may not be possible as a practical matter due to the different levels of government involved. Community action leadership training would be helpful in some cases. Although the leaders in the various communities surveyed were among the most knowledgeable people contacted, they were quick to admit that more knowledge would be useful.

Food stamp and commodity distribution programs are inadequate, according to the social workers interviewed. Families in counties using the stamp plan cannot provide enough money initially to benefit from the food stamp program. In those counties which use the commodity distribution plan there are complaints that the food does not encourage a balanced diet, and sometimes the commodities run out before all families are provided for. (These complaints should be checked; justification should be determined before any conclusions are reached or proposals are offered.)

Mental health programs are inadequate, particularly for low-income persons. Private institutions are extended beyond their financial ability, and State operated facilities are crowded. Mental cases are frequently housed in jails.

Legal aid is not available to the indigent in small urban or rural areas, unless a crime has been committed. Knoxville and Chattanooga have well-developed legal aid services for the indigent; these could serve as models elsewhere.

There is a greater incidence of poverty in the former coal-producing counties near Knoxville. Former mining families still living there are isolated and have no substitute for their former employment except for occasional work in hazardous "dog holes." Very little new industry has moved in. The counties near Chattanooga cannot be described as flourishing economically, but they do benefit relatively more from better transportation (due to a less rugged topography) and from the slightly greater industrialization of the area.

Government. In a Statewide study conducted in 1960,[1] many problems of municipal revenue were identified which are still relevant today. Most city officials felt that there had been too heavy dependence on the real property tax. Although assessments were realized to be low, it was felt that the property tax rates were reaching a level beyond which they could not go without seriously affecting economic growth. Many cities in 1960 had been trying unsuccessfully for better assessments and equalization. Most officials felt that the taxing of personal property presented problems that were difficult to solve. There was concern with the fact that, though great expenditures were made to provide industrial jobs, many of the employees resided outside the municipal jurisdictions and could not be reached by any existing local tax program. Several officials felt that the assessment of utility property by the Public Service Commission was unsatisfactory, and thus was unfair to municipalities. (Note: This problem is currently receiving a great deal of attention Statewide.)

---

[1] R. S. Hutchison et al., A Report on the Municipal Revenue Study to the Legislative Council Committee, (Nashville: Legislative Council Committee, 1960), pp. 31-32.

Many stated that the real property tax base was being slowly destroyed as more property in main business districts became tax-exempt. The feeling was quite general that the municipal tax must be broadened. (Note: The legislature has since granted local option to impose a municipal sales tax.)

Additional concerns were identified in the present investigation. Tax assessors are poorly paid and are elected. If more competent assessors are to be obtained, pay should be improved and tax assessors should be chosen on the basis of ability as determined by civil service procedures rather than by popular vote.

There is a confusing lack of uniformity in taxing policies throughout the State. The primary source of confusion stems from a tendency to assess property at widely different percentages of true value. If all assessments were put at 100 percent and tax rates were adjusted accordingly, a great deal of this confusion would be eliminated. Reappraisal programs or tax increases are infrequently carried out and are very unpopular with the voters. Almost without exception, voters will fail to re-elect any governing body which carries out a reappraisal program. The tax base of the poorer counties is insufficient to support normal county services, according to many reports. County revenues at this time are so limited that often services are eliminated or combined with those offered by other counties. Health services, for example, are administered from regional centers with as many as five counties sharing a single public health doctor. The true situation in regard to revenue problems of county government in this area is difficult to assess. All agree that more money is needed, but there is considerable disagreement about where the money should come from.

It is very difficult to gain approval for a federal proposal in a county court, especially if the proposal requires matching county funds and if the proposed benefits will apply only in one community of the county. (The alternative to this problem is for the community to incorporate and to submit its proposal directly to the federal government. This, however, the voters steadfastly refuse to do in many cases because of fears of increased taxation after incorporation.)

Zoning is insufficient and too frequently changed, according to Metropolitan Planning Commission personnel who were interviewed in both Chattanooga and Knoxville. This results in disorderly growth and blight of residential areas where unchecked. Sometimes transportation and parking problems also result where zoning proposals have been unwisely altered or not put into effect at all. Zoning is either nonexistent or poorly enforced in most small municipalities. City officials report that attempts to enforce or establish zoning codes would result in a campaign aimed at putting them out of office for "telling people what they can do on their own land." They admit wanting to do better, but they say it is politically impossible in many cases. In the unincorporated communities there is no planning or zoning at all.

Many cities provide indirect services such as job opportunities, recreation, and shopping conveniences to large numbers of people who live outside the city limits and do not pay city taxes in proportion to benefits received. Better cooperation between city and county governments is needed. Although newspapers sometimes tend to magnify this problem out of all proportion, there is still considerable justification for increasing consolidation efforts in the area of schools and government where population levels in metropolitan areas justify such action.

Election of judges makes them subject to political pressures and obligations and also requires that they maintain sufficient popularity for re-election. The best interests of judicial procedure would seem to dictate that those who occupy the bench should be free of obligations that could in any way detract from the impartial administration of the law. There are numerous remedies for this problem, most of which involve appointment by elected officials after thorough study and examination of prospective appointees by an examining board of respected lawyers and citizens. One remedy which seems to meet the needs of this area should be selection by a qualified organization, and its adoption should be worked for by interested civic groups. Realistically speaking, however, this reform may be politically impossible to achieve unless a great deal of concerted effort is given to re-educate voters and to overcome party resistance wherever one party or the other is dominant.

There is a reluctance on the part of qualified persons to enter public service in both elective and non-elective offices. This problem exists nationwide, but there may be particular reasons for the attitude in this geographical area. One reason, according to those interviewed, seems to be the high pitch of vindictiveness which mark some East Tennessee elections. Another reason is that pay available to public officials is often far lower than what they could obtain in private business where comparable skills are required. Some incompetent persons are reported to be serving in various offices, and this is having a bad effect upon the functions which these offices should serve. In cases where this situation was suspected, the effect upon morale of subordinates has been poor.

Rural and small urban officials are frequently limited in the ability and/or staff necessary to write federal proposals. The result very often is that metropolitan counties with sufficient money to hire personnel qualified to write proposals get federal approval for still more money while the poorer communities either do not try or are turned down because of poorly written proposals. (In short, "the rich get richer and the poor get poorer.")

In Knoxville, according to city officials, there is an acute shortage of revenue necessary to perform essential city services. The Knoxville city police force is smaller than it was several years ago before substantial annexation occurred. Police force morale is described as low. In Chattanooga, there is only one public library in the entire city. Knoxville, by contrast, with an incorporated population which is less than that of Chattanooga, has twelve branches and a bookmobile service.

Recreation. Many community problems of recreation result from the lack of planning, facilities, and training. Advance planning is required which takes into consideration such things as acquisition of land, financing, population growth and mobility, special requirements of the aged, and special interests of residents. Early planning in metropolitan areas has thus far been adequate, but it has bogged down at the implementation stage. Land has been purchased at inflated prices or lost forever due to insufficient funds at the proper time. Primarily this has been due to an unwillingness on the part of city officials to appropriate limited city funds for any but the most pressing current needs. Problems are thus passed on to the next governing body, which is blamed for inadequate services although the actual roots go deeper.

Advance planning is almost nonexistent in the small urban and rural areas. Community-action leaders are making some attempt to bring about planning in the poorer communities. The more progressive small urban areas sometimes have active volunteer organizations for specific sports, but no broad planning programs were found in progress except those carried out in cooperation with the Tennessee Valley Authority. There is a general lack of awareness that a need for recreational programs or facilities exists. Also, there are indications that some communities and county authorities are reluctant to accept federal aid for recreation development because of the requirement that facilities be integrated. The greatest cause for indifference in this area, however, seems to be the rural attitude that there are more improtant things to spend tax money on than recreation.

Facilities now in use are operating at peak capacity in many cases. Consideration should be given to planning commission recommendations that neighborhood centers be built and land acquired in areas where population seems to be increasing. The centers will meet a need for all-weather recreational facilities that now are lacking. In small urban and rural areas, park facilities are either limited or nonexistent. Authorities of the Tennessee Valley Authority report that many counties have sites already in their possession or available from Tennessee Valley Authority on condition that facilities be provided. In spite of this, there is practically no park development outside of the more populous counties. Training of recreation leaders might be desirable. Both Chattanooga and Knoxville offer some training, but there have been suggestions that more would be useful. A survey might be necessary to determine what kind of training would be most useful or if it is really needed.

There are few or no recreational facilities for senior citizens outside the two metropolitan areas of Knoxville and Chattanooga. Facilities and programs for women and girls are lacking even in the public schools. For example, there is not a single successful competitive sport involving girls in the public schools of Knoxville. There is a need for organized recreation programs for the general public during both winter and summer. At the present time most counties in East Tennessee have practically no program of recreation. There is a lack of volunteer organizations interested in supporting recreational activities. Somewhat larger or more progressive communities do have these groups and their presence makes a significant difference.

Chattanooga, for a metropolitan area, is unusually lacking in park areas. There are some allegations that development has been slowed due to an unwillingness to provide integrated facilities. An effort should be made to determine what the true problem is and how best to overcome it. Knoxville needs a park planner to relieve the city recreation director of the dual responsibility of filling both jobs. The present public golf course facilities in Knoxville are overcrowded.

Employment. Average income in Tennessee lies near the lowest in the nation with only $1,859 per capita being reported for 1964. Average per capita national income stood at $2,566 for the same period. Knox and Hamilton counties compare favorable with rural counties when wages only are considered ($4,000+ versus $3,000-); however, these figures do not compare favorably with national average wages or even with average wages earned in certain exceptional counties within the State. In Blount County there are relatively high percentages of skilled workers employed by highly technical industries, such as Aluminum Company of America. Average wages for 1964 in Blount County were $5,543. Anderson County, in which Oak Ridge is located, has an even higher average-wage rate. Low wage paying businesses and industry are more common in the South, and Chattanooga and Knoxville have their share of these. The employment situation in Blount and Anderson counties is not typical.

Most counties outside the Chattanooga and Knoxville metropolitan areas rank low in almost every economic criteria that may be applied. Some counties such as Scott and Morgan have attained the dubious honor of ranking low even when compared with some of the least economically developed areas in the nation. For example, Morgan County average wages for the years 1960, 1961, 1962, and 1963 were $2,221, $2,136, $2,543, and $2,543, respectively. All of these figures are below the poverty level, which has been set at a $3,000 minimum annual income. If it were not for the homegrown meat and vegetables which many rural persons provide for themselves, it would be impossible for them to live on the low cash incomes reported.

In the metropolitan areas, there is a need for more job-creating industrial development. This is a problem of which most communities are aware; and there is strong competition among them for enticing as much industry as possible. More industry is needed; and the more people it employs, and the higher wages it pays, the better the economy of the surrounding area will be. Job-creating industrial development is needed, but rural areas have few resources to offer to attract it. Furthermore, many rural community leaders do not want to attract it; they prefer the status quo, which may be beneficial to them in terms of cheap labor and little competition. There are, however, some visionary community leaders even in the smallest communities who may be depended upon for cooperation if their response to this survey is any indication of willingness to work on other projects.

A description of the labor supply will reflect many employment problems. (This description applies to the metropolitan areas as well as to small urban and rural areas. The only difference is in degree.) There is, on the other hand, an oversupply of unskilled workers. State employment agencies report that they have large numbers of such people on their roles waiting for placement.

In small urban and rural areas, long distance commuting to places of employment is a common practice; some persons drive as far as sixty miles one way to work. Rarer cases are reported in which the father has left the State for employment and returns home only on weekends. It is very difficult for people in small urban and rural areas to make the adjustment necessary to carry out the logical choice in instances which would require them to move their home to the city in which the father works. Family relationships with parents, grandparents, brothers, and sisters are very strong for these people and hard to give up. Migration to the city does occur, but it is painfully slow. Young adults, particularly those with a high school education or better, are leaving the local labor market to go to Knoxville, Chattanooga, or out of the State. In one sense this is good because it promises the individual a brighter economic future, but it lessens the already limited probability that communities with poorly educated manpower pools can attract outside industry. In an effort to overcome this outmigration of their young people, many communities are working harder than ever before to attract industry that will furnish jobs.

Employment assistance is needed, according to reports received from community action leaders and State employment office personnel. At the present time the only people actively engaged in seeking work for unskilled and semiskilled persons are those involved in community action programs. State employment offices are limited to fitting job applicants into available job openings which meet their qualifications. Night high school classes and/or programs leading to successful General Education Development testing would do a great deal to improve the employability of persons who lack a high school diploma. Knoxville has a night high school training program which could serve as a model for other metropolitan areas in many respects. There are no night high school classes in rural or small urban areas.

There is a need for basic education in some cases for the hardcore unemployed. These persons frequently lack all of the "three R" skills, and this quite naturally limits their ability to obtain a job or to advance should they be fortunate enough to have employment. There are many problems associated with teaching adult illiterates to read, and these problems have to be considered when establishing programs designed to help. Community action leaders involved in the Roane and Loudon county basic education programs indicate they are having some success with participants.

Small municipalities find it difficult to finance employment development projects, even with federal help. Some rural communities are opposed to taking even the first step toward self-help, which is incorporation. Without incorporation it is necessary for economic improvement plans to go through the county court, where they frequently bog down due to sectionalism.

There are several shortcomings in vocational, business, and occupational training programs in this nineteen-county East Tennessee area. It is difficult to determine what to teach, due partly to changing local industrial requirements and partly to inadequate survey information. Some students find it difficult to support themselves and their families while in school. As a general rule the variety of nonacademic courses available in high schools is inadequate. Students not going on to college must have more adequate preparation for the world of work. (At this time Fulton High School in Knoxville is one of the very few schools in the State which offers an adequate, comprehensive approach to a variety of vocational and business careers for both boys and girls.) Vocational training opportunities are generally lacking for women and girls, except in business oriented courses; courses in practical nursing, cosmetology, commercial art, and basic technical skills for laboratory work are examples of other types of courses needed.

Adequate criteria have not been developed for predicting potentially successful students for training programs. Some people who subsist only slightly above the poverty level or who have marginal skills are restricted from certain training programs, yet these people have demonstrated sufficient motivation to benefit the most from such training. The particular programs from which they are restricted are those which offer subsidies for family support while in training. It would seem that at least a partial subsidy on a sliding scale based on need could be worked out in these cases. Social welfare workers, vocational training administrators, and

State employment office personnel could give details about particular problems involved and ideas for their correction.

Youth opportunities. Inadequate vocational and occupational education for boys and girls has resulted in graduation of thousands of poorly prepared 18- and 19-year-olds who are confronted with a labor market that is already filled with unemployed semiskilled and unskilled adults. The student dropout and truancy rates are still unfavorable, although youth programs have alleviated the situation somewhat. The high cost of these programs makes some school people wonder if the money might not be better spent improving the school curriculum in order to make it more meaningful to the potential dropout. Guidance and counseling in the schools of some small urban and rural areas are inadequate for the following reasons: personnel are not fully qualified; counselors must also teach, sometimes most of the day; and county school systems very seldom can afford the services of a psychologist or a psychiatrist.

Inadequate employment opportunities have produced (1) a significant outmigration of young persons with a high school education or more and/or with highly developed skills, and (2) high rates of unemployment and delinquency among teenagers, especially during the summer months, with a disproportionate number of Negroes in this category. In Chattanooga, additional higher education facilities are needed. In particular, a four-year accredited school of nursing has been mentioned as well as a State-supported four-year college offering a wide variety of training including teacher preparation. A broad evening high school program is also needed.

Transportation. There is a need for improving traffic safety on highways and city streets in and near metropolitan areas. Rural and small urban areas have fewer traffic accidents than do metropolitan areas, but the secondary roads which are common in these areas definitely present hazards which should be eliminated. The progress of interstate highways in Tennessee has been discouragingly slow. The high cost of building such roads in the mountainous parts of the State is undoubtedly a factor, but the economic benefits to be gained by completing them should not be overlooked. It is the mountainous northern counties which suffer most from lack of highways.

Oak Ridge needs either a larger local airport or much quicker access to Knoxville's McGhee Tyson Airport. The isolation of the Oak Ridge area played a significant part initially in determining the location of Atomic Energy Commission facilities there. Recently, however, funds were denied for expansion there which would have meant sizably increased payrolls to boost the economy of the area. The cause for this was largely attributed to a lack of easily accessible air fields capable of accommodating large airplanes.

Health.[2] There are many overt dangers to public health in this nineteen county East Tennessee area. In outlying areas, drinking water which is drawn from wells and springs is frequently polluted. In time of flood or heavy rainfall, it is even possible that water furnished by the city or a private water company may become contaminated if adequate waterlines have not been installed. In the Chattanooga health study, it was recommended that State and local sanitation and plumbing codes be reviewed for upgrading and enforcement. This recommendation applies to all urban communities.

---

[2] Those concerned with problems of health and suggestions for their alleviation should see: Chattanooga Area Health Study (Metropolitan Council for Community Services, Inc., 612 MacClellan Building, Chattanooga, Tennessee 37402); Knox Area Health Services Study (United Community Services of Greater Knoxville, 307 Locust Street, S.W., Knoxville, Tennessee 37901).

Septic tanks in suburban areas and inadequate sewage treatment facilities operated by the cities create serious health problems. Flooding in certain areas presents a danger that waterlines may be contaminated, that septic tanks may be saturated. Certain creeks into which raw or incompletely treated sewage is dumped, such as Third Creek in The University of Tennessee area at Knoxville, are particularly dangerous when these conditions exist.

Air pollution is a growing problem, which has its source very often in areas just outside city or county lines where proper regulations either do not exist or are poorly enforced. Perhaps some study resulting in action upon uniform codes and enforcement would be useful, although political considerations involved may be quite complex.

Utilization of the public health immunization program is not up to capacity or desirability. The declining threat of tetanus, typhoid, smallpox, polio, and various childhood diseases in recent years has caused people to become careless about maintaining their own and their children's immunity even when no cost is involved. There is inadequate enforcement of animal control laws, especially in areas outside city limits. Persons with active, infectious tuberculosis are allowed to come and go in public places, due to the fact that no effective law provides for their restraint. Inspection of food-handling establishments is reported to be inadequate due to lack of sufficient inspection personnel. It was reported that some of the inspectors are political appointees and not fully qualified, although some training is given.

A more effective and humane method of dealing with alcoholism is needed. The present practice of treating alcoholics as criminals and sentencing offenders to terms in jail or the county workhouse is neither effective nor humane. Mental health centers, including those which provide for training of the mentally retarded, need expanded facilities. There is also a great need for personnel to fill professional and technical jobs.

Public health departments are understaffed and do not make effecient use of existing personnel. At the present time registered nurses, some with baccalaureate degrees, are being used to perform tasks that licensed practical nurses (and sometimes even aides) could be authorized to do at far less expense in terms of salaries paid by the health departments. The chronically ill are not being adequately cared for under relatively new programs designed to help them, according to the public health nurses interviewed. A visiting service which provides comfort to the sick or elderly who are confined to their homes is desirable. Additional nursing homes and homes for the aged are needed. Those which exist are either crowded or financially beyond the reach of most elderly persons. There is inadequate communication between public health departments and indigent people who need their services. As a result nurses must go searching for people referred to them by teachers, ministers, and neighbors. Some people needing health care are never discovered until an undesirable condition has progressed to an advanced stage. Transit assistance is badly needed to bring the indigent from rural and small urban areas to clinics or to therapy centers in Knoxville and Chattanooga.

Dental care for the indigent is inadequate; it consists primarily of extractions and fillings for very poor adults and children in families which qualify for Aid to Dependent Children. The care which these people receive is reported to be excellent, but too few people qualify to receive it. Public health nurses report finding many families in which children need dental care but parents say they cannot afford to pay. Perhaps a study to determine actual facts in the matter would be useful in pointing up ways in which action might be taken, e.g., a sliding scale for payments based upon need.

Safety education in the schools is a need according to some reports. Health educators interviewed say that there is a lack of uniformity, with some schools being very good and others offering little or no safety education at all. Suggested subjects for a safety education program include farm and home accident prevention, water safety, poison control, fire safety, and the teaching of reasonable precautions against child molesters.

Land use. There are no problems in land use that can be solved with additional planning, since planning commissions and advisory services are already plentiful. Problems do seem to occur at the implementation stage.

Planning authorities everywhere report that good zoning ordinances are difficult to obtain, and that those ordinances which do exist are frequently changed in response to pressures brought upon city councils. Annexation is lagging; many persons living just outside city limits enjoy the benefits of the community but pay few of the taxes. Advanced acquisition of land for practically any purpose is extremely difficult with the result that land is lost for city use, is improperly used, or is obtainable only at highly inflated prices.

Evaluation and Analysis

The various categories of community problems are given the following priority ranking in descending order: employment, government, poverty, health, education, youth opportunities, transportation, housing, land use, and recreation.

The following list gives some specific needs in Area Six:

1. Education oriented toward improvement of employment opportunities and/or escape from poverty.

2. Training of public officials and influential community leaders to develop job skills and awareness of community service.

3. Help for small urban and rural communities and school leaders in drafting proposals for federal aid and promoting industrial development.

4. Help for low-income and physically handicapped people in developing their employment potential.

5. Education and recruitment programs to meet future personnel needs of health-related occupational areas.

6. Public health education and study of health laws to overcome overt dangers to public health.

7. Publicly supported daycare nurseries.

8. Identification of factors contributing to family breakdown and development of programs for their correction.

Recommendations for Action

1. Projects for community improvement are needed. Some will require federal help while others could be locally supported. Useful college-sponsored programs would include aid in writing federal proposals (especially needed in smaller communities) and educational projects designed to create awareness of the needs among appropriate civic groups and municipal officials.

2. Homes for low-income people, the aged, and those living in substandard dwellings are needed. These problems verge on being beyond the scope of Title I; however, there is a possibility that advisory services and professional help in writing proposals may be offered.

3. Adult education at all levels needs to be improved, i.e., basic education, education to earn either the high school diploma or the General Educational Development equivalent, and technical and vocational education programs. Universities and colleges could make surveys to assist local

authorities in establishing curriculum needs, could assist in writing proposals to meet needs, and could prepare personnel to staff the necessary training programs.

4. Special training should be provided ministers, police, home demonstration agents, personnel in public and private community service agencies, and others who work with underprivileged persons to insure that existing services are used to their fullest capacity.

5. Graduate school training programs for social workers are needed in Knoxville and in Chattanooga. Graduate and advanced undergraduate students might serve an internship as caseworkers under competent supervision.

6. Training for community action leaders is needed in economics, sociology, government programs, education, and health.

7. Legal aid for the indigent in small urban and rural areas is needed. Existing programs in Knoxville and Chattanooga could serve as models or be expanded to serve surrounding areas. The University of Tennessee School of Law and local bar associations, working together, might be able to develop some feasible program to meet this need.

8. Family breakdown related to ADC (Aid to Dependent Children) may need some study to determine the actual causes of family breakdown resulting in mother-centered families. The general effect of a workable program should be to develop a procedure for identifying and correcting unfavorable family situations before breakdown occurs and places an increased burden upon taxpayers.

9. Daycare nurseries and other similar facilities offer possibilities for early education of the culturally deprived in a manner similar to that employed by the Headstart Program. Publicly supported nurseries probably offer the best possibilities because they are designed to serve the families most likely to be deprived.

10. Training of public officials and influential community leaders is needed to prepare them for the complexities of public office and to develop an awareness of services potentially available to them. A training program of this type would require close cooperation between active community service agencies and appropriate discipline areas at the college level. Furthermore, experience has shown municipal officials will not travel great distances at their own expense; therefore, nearby training centers should be considered.

11. The lack of uniformity in tax policies throughout the State has led to needless confusion that might be corrected if concrete suggestions on how improvements could be obtained were submitted to the State legislature by a university study group.

12. Conflicts between city and county governments might be reduced with mediation and advisory services furnished by appropriate higher education personnel. Many college departments have personnel with past experience in a variety of problem areas that might be useful in solving current difficulties.

13. Small urban and rural areas need planned recreation programs, especially in the summer, for all age levels. Plans and realistic

suggestions for financing them might be offered by higher education personnel who are knowledgeable in recreation. Duplication of plans already made by the Tennessee Valley Authority recreation staff would be avoided through advance consultation.

14. Job-creating industrial development is badly needed in this entire nineteen-county area of East Tennessee. Higher education personnel could provide proposal-writing services and financial advice designed to improve this situation.

15. Night high school classes and vocational training programs should be expanded to improve the employability of substantial numbers of persons. Also, criteria should be established for admission of persons seeking vocational training in order to insure that best use is made of the limited teaching personnel available. Job market analysis is also desirable.

16. Nonacademic education in the high schools is inadequate. Counseling in rural and small urban schools needs to be improved. The dropout rate, especially in rural areas, emphasizes the need for better training of attendance officers and for expanded vocational programs.

17. Traffic safety is a problem which should be attacked through action research combined with educational programs to implement practical solutions.

18. The large number of overt dangers to public health indicates that public health education programs need to be developed to supplement

personal health education programs already existing in the public schools and elsewhere.

19. Personnel needs in health-related areas are great and are expected to become critical in the coming years. Encouragement to enter health careers should be provided. Among other things, a four-year nurses training program leading to the baccalaureate degree is needed in Chattanooga and in Knoxville. LPN (licensed practical nurse) training programs should also be developed and the three-year RN (registered nurse) program should be phased out. Existing public health departments are understaffed, and in many cases there is inefficient use of available personnel.

20. An investigation should be made to determine whether health laws are in need of revision; there may be a need for improved mental health laws and laws to protect the public from carriers of active tuberculosis.

II. AREA SEVEN

Identification of Problems

Housing. The housing problems in Jefferson County center around zoning, codes and permits for building, provisions for senior citizens, and housing projects. Some respondents believe that mobile homes should be placed in designated trailer courts. Other problems pertained to county-wide planning commissions, housing for teachers, more taxes for schools, a rest and nursing home, and home improvements in general.

It is estimated that about one-third of the homes in Hamblen County are substandard. Additional housing for low- and moderate-income families, for senior citizens, and for Negroes is needed. The three urban renewal projects do not meet all of these needs. There are still some slum areas.

Most of the houses in Cocke County are substandard and without proper sanitary facilities. They have been poorly planned. There is a need for public housing for low-income families and for senior citizens. Zoning for homes and businesses, a building code, and a requirement for building permits are needed. Many of the people are satisfied with their living conditions. There are some rather typical slum areas. A housing project and some long-range planning are needed. There is a need for reassessment of property for tax purposes. The control of animals is a problem.

Inadequate housing is a big problem in Grainger County. Most houses are substandard, and only about one-third have plumbing. There is no building code, no zoning regulations, and no sewage system. Most families have low incomes and cannot afford standard homes. Private housing is difficult to find. Rutledge is working with the housing authority in Rogersville with the possibility of locating a housing project of twenty-five units. The need for sanitary facilities, water systems, removal of junk yards, and control of animals is great.

In Sevier County, Sevierville is completing a low-rent federal housing project, and homes are available for most people in the Gatlinburg area. A high percentage of the people own their own homes. However, there are slum areas in the county, and there is a need for public housing in certain areas. Also, there is a need for rental houses and homes for senior citizens. More attention should be given to planning, zoning, and code enforcement. The tax policy in the county is in need of study.

Housing was the biggest problem listed in Hancock County. Most of the houses in the county are substandard. There is a need for better houses for low-income families and for the elderly. The county has a planning commission, but there is need for zoning, code for building, and better planning in general. Financial aid would be required.

From 35 to 70 percent of the families in Area Seven live in poorly planned and constructed houses, mostly in rural areas. Sanitary conditions are substandard. There are some public housing projects in four of the six counties, but these have little or no value for the people living in rural areas. Education that will help the people see their needs, definite aid in planning, and an increase in family income are necessary before much improvement can be made. Housing for the senior citizens is also needed.

Poverty. Although the median family income in Jefferson County, according to the 1960 census, was $3,395, there is a considerable amount of poverty in the county, and there are some slum areas. The county court has not seen fit to participate in the commodity distribution. There is a feeling among some people that welfare checks are given too freely, that more people should be required to get jobs. There are many disadvantaged youth and adults in the county. Educational opportunities and citizenship training would help to overcome some of the problems. Loans to students and vocational training are needed.

Hamblen County has an urban renewal program, a community action committee, and a commodity distribution program. Yet, there are certain slum areas and problems among the unemployed and low-income people. There is need for aid in family planning, family finances, and for disadvantaged youth and adults. Some of the by-products of poverty include school dropouts, poor health, and a need for legal assistance. Teenage employment during the summer is needed.

The most frequent problems listed in Cocke County revolved around slums and the conditions in these areas. Several problems centered around welfare aid; some residents were not receiving assistance who needed it, while others were getting too much--especially unmarried mothers. Low family income and poor home situations are common problems. There conditions contribute to a lack of educational opportunities.

Grainger County is eligible for 100 percent federal assistance under the poverty act. However, many of these citizens do not believe in federal aid and have not taken advantage of some of the sources for aid. At present there is no food stamp program, although this program has been approved and may be available soon. There is need for vocational education, community opportunity centers, institutes for teachers, and other activities to help the people realize their potentialities. Low family incomes, poor housing, and a lack of social planning add to the present status of many of the people. There is a need for training to help the citizens overcome their complacency.

In Sevierville and certain parts of Sevier County, there are slum areas. There is considerable evidence of inadequate child care, both in the homes and in the schools. More counseling and guidance are needed in both elementary and high schools. Also, there is a need for loan funds to students. The food stamp program has been approved, but there is a need to motivate and train the citizens to earn a livelihood. Citizenship training and housing improvements are other problems.

The educational level in Hancock County is low, only about seven years of schooling on the average. Thus, many of the people do not know what their potentialities are and are not easily motivated. They are satisfied with the status quo. The median family income, according to the 1960 census, was less than $1,500. Opportunities for skilled and semiskilled labor are few. Many live in substandard houses and depend upon public assistance. They need to be challenged and then counseled and guided to live on a higher level.

In Area Seven the median family income is much below national norms. Low incomes and poor living conditions have a negative effect on the desire to get better educational facilities. This complacency among the people is a definite disadvantage to the children and the young people. Many of the people need to be taught better ways of doing things and better ways of living.

Government. One of the biggest problems in local government in Jefferson County is a lack of concern and of information on the part of the citizens. Zoning, increased law enforcement, and restriction on subdivisions, and reform in the tax policy are needed. The one-cent sales tax was recently defeated. Services such as sidewalks, expanded fire departments, and other community facilities are needed. The traffic problem in Jefferson City is augmented by the college students and the employees of a cabinet company.

In Hamblen County, the need to improve relationships between the city and county governments received much attention. The distribution of members of the county court seems to give an advantage to the smaller population of the county. Other needs are for traffic control, recreational areas, beautification, law enforcement, an adequate budget, tax assessment, and citizen participation.

Sixteen government problems were listed by the respondents in Cocke County. Mentioned most frequently were zoning, traffic, tax assessments, fire and police protection, and downtown parking in Newport. Other problems were garbage disposal, health facilities, law enforcement, and financing. The blighted business district and the need for capital improvements were not overlooked.

The county officials in Grainger County were rated as rather conservative and described as reluctant to make long-range plans for education, commercial developments, and improvements in general. There seems to be a lack of unity from different sections of the county and a lack of cooperation on the part of the citizens. The tax policy is criticized, and health facilities seem inadequate. Financing of projects is a problem. Also cited were needs for a sewage system, a zoning code, and parks and beautification.

The chief problems in Sevier County include a new tax appraisal, the police and fire departments, and parks in cities and in the county. Other suggestions pertained to a need to motivate the citizens for more participation in such matters as auditing the school records, street and road improvements, and capital improvements. Traffic problems are numerous during the tourist season.

In Hancock County, the low tax assessments and rates provide little finances for improvements in schools, roads, streets, and public services including parks for recreation. Also, there is a need for better schools including higher teachers' salaries, consolidation, libraries, and buildings. The officials need training in governmental affairs.

In Area Seven the need for trained leaders and for citizenship training in general is evident, especially in the more rural counties. The tax assessment policy is critical. Low finances make it difficult to provide adequate schools, roads, health facilities, and other public services. The need to improve the relationship between city and county governments is evident in Hamblen County. Residents feel that political factions and less capable candidates running for public office reduce the efficiency of the county governments. A better-informed citizenry on the functions of government is needed.

Recreation. Jefferson County has many recreational facilities. The two lakes and their parks and Jefferson City with its public swimming pool provide many opportunities for recreation. The Boys' Club and the Boy and Girl Scouts provide many opportunities for these age groups. However, there is a need for expanding recreational programs, for additional parks and recreation centers, for indoor recreation facilities, and for better financing of the program.

The chief recreational needs in Hamblen County seem to be additional playground areas, programs and facilities for adults and senior citizens, and neighborhood facilities, both indoor and outdoor. Morristown has a recreational program, but more opportunities are needed for girls and for low-income families.

Cocke County has only one park. Both indoor and outdoor recreational facilities are needed. Also, there is need for neighborhood facilities and for long-range planning. The county needs a paid recreational director who could develop interest and training in recreational activities.

Grainger County does not have a planned recreational program. Little League baseball during the summer and high school sports constitute most of the recreational activities. There is a need for public recreational areas and neighborhood facilities for all age levels. However, some citizens will not support recreational projects.

Sevier County adjoins the Smoky Mountains National Park. However, need was expressed for public parks in the cities and communities and for a supervised recreational program. Also, indoor recreational facilities are lacking. Provisions for older people are few, and there is a need for neighborhood playgrounds for children.

Hancock County has no recreational program, due partly to the lack of trained leadership and partly to inertia on the part of the people. There is a need for public parks and both indoor and outdoor public recreational facilities. Due to the geography, neighborhood facilities are needed.

Throughout Area Seven outdoor and indoor facilities for recreation are lacking. The need for trained leaders and supervisors is evident. More wholesome leisure and recreational activities should be provided.

Employment. Employment problems vary with the counties. There is a labor shortage in Sevier County during the summer, while Hancock, Cocke, and Grainger counties have few opportunities for employment at any season. Employment opportunities in some areas do not appeal to the high school and college graduates. Additional vocational and occupational training would help in meeting some of these problems. Additional local industries are badly needed. Too many people have to go out of the county in which they live to get work.

There are many employment opportunities in Jefferson County. There are seven mines in an area of ten miles. Magnavox, a spring factory, and Carson-Newman College furnish many opportunities for employment. However, there is a need for vocational training, occupational training for adults, and training for the handicapped. Some low-wage rates in the county may be due to the educational level of the employees. A supplementary educational center is needed.

In Hamblen County, Morristown has a low rate of unemployment. The chief problems center around low wage scales in some areas, unequal opportunities for employment, and part-time employment of women whose husbands are in service. There is a hard core group that presents some problems. The respondents felt that industrial leaders and the employment agency could solve most of these problems. Vocational training in the schools would be helpful.

Although there seems to be ample employment for most people in Cocke County, the wages are low. There is a need for vocational training and guidance to obtain better jobs. A vocational training center would have considerable value. A local employment security office is used considerably by the local industries. The labor supply is usually good, and more work opportunities for women are needed.

Employment does not seem to be a major problem in Grainger County since about 3,000 people work outside the county. There are only four industries in Grainger County and wages are low. More industries would enable more people to work nearer home. There is also a need for commercial development. Lack of educational and vocational training serves as a handicap to many.

Since Gatlinburg is a resort town, there is usually a labor shortage during the summer months in Sevier County. However, the wages are low.

There is a need for vocational training and for employment of the handicapped and of senior citizens. Farm labor is hard to obtain. Some residents work in Knoxville. The local schools may provide for more vocational training, thus preparing local people for the available jobs.

The principal sources of employment in Hancock County include zinc mines (employing about 125), the highway department, schools, and a few businesses. This leaves farming as the source of employment for most of the people. Some go to Morristown to work. The educational level of the people, aggravated by school dropouts, raises a question as to the kind of vocational training that would help. No opportunities are given for training the mentally and physically handicapped or the senior citizens.

Youth opportunities. The youth of Jefferson County have many opportunities; yet, there are some acute problems including lack of vocational training, counseling and guidance, recreational facilities, and the high school dropout rate. Loan funds for students to continue their education are needed. Many students leave the county due to inadequate employment opportunities suitable to their educational levels. There is some juvenile delinquency. There is a need for more trained leaders.

The chief problems associated with youth opportunities in Hamblen County center around needs for occupational training, more recreational facilities, and aid to school dropouts. Also needed are more summer jobs for young people and educational loans.

In Cocke County, there is a need for more recreational opportunities which, in turn, could alleviate problems of high school dropouts and juvenile delinquency. Guidance and counseling, occupational training, and distributive education classes were mentioned as needs. It was suggested that organized efforts should be made to correct the conditions that cause crimes. Also, more group social activities should be sponsored by various organizations in the county to raise the level of social behavior.

Grainger County is limited in opportunities for youth. Thus, many of the young people leave the county after dropping out of school or finishing high school. There is a need for occupational training, for counseling and guidance, for an improved educational system, and for planned recreational facilities and programs. The school dropout rate is high, while the juvenile delinquency rate is low.

There are many problems in Sevier County associated with youth opportunities. These include a lack of recreational activities, inadequate guidance and counseling, school dropouts, and lack of vocational training. Many of the young people leave the county. A realistic educational program might help them find a place in the county.

Hancock County's educational system is limited. There are many school dropouts. Those who finish high school tend to leave the county. A few go to college, but most go to other places to work. Planning for social and recreational activities is badly needed. Lack of opportunity for vocational training and industries that would hold youth in the county are significant needs.

Transportation. The principal transportation problems in Jefferson County include beautification; improvement of streets; and more adequate railway, bus, and airplane facilities.

Morristown has a full-time city planner and most problems discovered in a previous study have been solved. The main problem in transportation in Hamblen County is the lack of commercial airline facilities. Downtown parking is a problem in some areas. Taxi and city bus services could be improved.

Good roads throughout Cocke County are needed. There is a high accident rate on rural roads. There are no airline facilities in the county. Parking and traffic problems are extensive in Newport due to the narrow streets and the lack of parking areas. Strong law enforcement on the highways and highway beautification programs are needed.

Highway U. S. 11W passes through Grainger County. The other roads in the county are substandard, and there is a real need for a road to connect Rutledge and Washburn. There is bus service through the county, but no local bus service. Also, there is a need for highway beautification.

Sevier County does not have railway or airline services. Bus service within the county is limited. Traffic and parking are problems, particularly in Gatlinburg where a by-pass is being built to relieve the situation. Some county roads are poor. There is need for highway beautification.

Hancock County does not have a railroad or commercial bus service. There are only a few miles of hard-surfaced roads. There is a need for access roads to highways. (The people have been told by state politicians that the potentials do not justify State and federal funds for highways.)

Health. Jefferson County has two hospitals, each approved for Medicare, and one public health clinic. There are, however, some health problems associated with sewage and drainage, garbage disposal, debris on vacant lots and side streets, and a number of stray dogs. Some safety measures should include a sidewalk to Jefferson City schools and better control of traffic on some of the streets. Community health clinics for low-income groups are needed.

Air pollution control, a nursing home for the aged, and community health planning were the principal health needs mentioned in Hamblen County. Among other problems listed were a lack of home sanitation facilities in some areas, the use of narcotics and alcohol, animal control, and more maternal and child health services.

There is a shortage of hospital and medical facilities in Cocke County, including buildings as well as personnel. The tuberculosis rate is high in the county. Also, there are inadequate facilities for handicapped people. Sewage, drainage, and water pollution are added problems. There is a need for community health planning which would include animal control, safety, garbage disposal, and health clinics.

The health need most frequently mentioned in Grainger County was for a sewage and water system. There are only two doctors in the county, and no hospital or dentist. There is need for a health clinic to provide treatment for handicapped children and adults, immunization, and possibly a planned parenthood program. Stray dogs are a menace to the safety and health of the people. Apparently, the people are unaware of possible health benefits and services. Many have not sought medical assistance. More health education in the schools would help in this area.

There seems to be need for additional hospital, medical, and dental facilities and services in Sevier County. A rest home for the aged is needed. Sewage and disposal plants are inadequate, and there is some water pollution. Since there is so much traffic in this county, rigid traffic laws and the enforcement of these laws is needed to insure safety.

There are only one hospital, one doctor, and one dentist in Hancock County. The need for health and sanitation ordinances is great. A full-time county nurse, a nursing home, and a larger hospital staff are also needed. Many homes in the county do not have baths.

Many health problems in Area Seven are due to inadequate medical and dental facilities. More training in personal and community hygiene is needed in all the counties, including training in mental health. Sanitation in some areas is a big problem. Sewage systems and drainage provisions are badly needed in the rural areas.

Land use. Much of the land in Area Seven is mountainous and rugged. Erosion is a problem in certain areas, but the main problem is the proper use of the land. Some of the land is not cultivated. Tree planting is a need in these places. Much vacant land is due to the fact that the mining companies own large areas. There is some flooding and water pollution in the areas.

Since the local mines own large areas, vacant land for residential or related uses in Jefferson County is scarce. There is need for zoning, long-range planning, tree planting, and the improvement of wasteland and hillsides. The high cost of land is due to inflation caused by industrialization and many new residential subdivisions.

Beautification and the problems growing out of annexation by the city are the chief land-use problems listed in Hamblen County. Zoning and long-range planning, which would include new parks, are needed. With the expansion of the cities and industries, the number of farmers is declining.

Erosion control and a program for conservation are the chief problems with land use in Cocke County. River pollution and lack of planning add to the problem of beautification. Pigeon River rises in North Carolina. Much of the pollution comes from that area; the river needs to be cleared and cleaned up.

Sevierville has been flooded many times, but a flood control project is now in process. There is some erosion and water pollution. Land

and highway beautification and the improvement of hay and pasture lands are significant needs in Sevier County. Long-range planning in the cities for expansion is needed. Conservation and improvement of land and water are needed.

About 50 percent of the land in Hancock County is unimproved pasture land. There are many beds of limestone. Steep slopes make it difficult to cultivate the land, which is conducive to erosion. The soil is low in fertility. There is a need for more planning in use of the land and for a program of tree planting.

Other community problems. In Jefferson County, the college community has the problem of land acquisition, which could be helped by urban renewal, and a traffic problem because four city streets cross the campus. A modern, up-to-date restaurant is needed. There is a lack of interest on the part of leaders and a need for increased citizens' participation in the community affairs. Also, there is a need for better working relationships between communities in the county.

In Hamblen County, Morristown has the same problems faced by any rapidly growing town; however, it has many committees working on these problems. Getting educated people to run for public office is needed.

The problem of morality was mentioned in Cocke County. It was stated that the highest rate of illegitimacy among white people in the State of Tennessee was found in this county. Law enforcement, better policy in tax assessment, and a better curriculum in the county high school were additional problems. A lack of social programs for youth and a need to upgrade the candidates who run for office were added problems.

Other problems in Grainger County include an education program adjusted to needs of children, more recreational facilities, guidance for children, health facilities, inadequate social communication services, need for new industries, and a planning commission for Bean Station. There is a felt need to arouse the people from their complacency.

Other problems in Sevier County include a lack of communications from one community to another; a lack of trained ministers and church officials, a need of water systems for the county, and the need for a meat processing plant are other problems. Also, it was suggested that many people who should be working are receiving government aid.

The communities in Hancock County lack leadership. Better leaders go elsewhere or have to apply themselves too hard to get results here. There is a need for some long-range planning in the various areas considered above. There is a need for markets for the produce grown on the farms.

Evaluation and Analysis

The six counties of Area Seven are in the Appalachia area. They are predominately rural with few industries.

Jefferson County, with a population of 21,000, had a net increase of 9.3 percent in population between 1950 and 1960. There are several zinc mines in the county and a number of industries. It is traversed by good highways and the Southern Railway. Jefferson City is the home of Carson-Newman College, a senior coeducational college with an enrollment of 1,700. There are four high schools in the county and an ample number of elementary schools, but some of the high schools and the elementary schools are overcrowded. The median school years completed in 1960 was 8.5 years.

Hamblen County had a population of 33,092 in 1960, an increase of 38 percent over the census report of 1950. The county has a number of industrial plants and some good commercial concerns. Morristown College, a junior college for Negroes, is located in Morristown, the county seat. The median educational level in the county is slightly below the ninth grade. The county school system is adequate but overcrowded.

Cocke County is largely a rural area with one town, Newport, the county seat. Most of the industries are located in or near this town. In 1960, the population of the county was a little above 23,000. Nearly 17,000 of the population lived in rural areas. About one-fourth of those gainfully employed were in manufacturing. Agriculture ranked second, and wholesale and retail trade ranked third in employment. Only 317 were listed as unemployed. The county has some good roads and railroad and public bus service. According to the 1960 census, the median school years completed by males was 7.5; and by females, 8.2.

Grainger County is mostly rural with only four industries within its boundary. In 1960 it had a population of 12,500 and a labor force of over 4,000, employed for the most part outside the county. A federal highway traverses the county. There is public bus service, but no railroad or airplane services. Unity in the county is difficult because a mountain divides it in two unequal parts. Rutledge is the only town and the county seat. In 1960 the median family income was $2,473, and the median school year completed was a little above the seventh grade. The educational system is in need of improvement. The county lost 4.4 percent of its population between 1950 and 1960.

Sevier County has a population of about 24,000 with an increase of nearly 900 between 1950 and 1960. The median family income in 1959 was $2,890. There are two towns, Sevierville, the county seat, and Gatlinburg, which is adjacent to the Smoky Mountains National Park and a resort town. The structure of the two towns differs considerably and many of their problems are different. The county has a large labor force, but there is a shortage in labor supply during the summer months, which is the tourist season. The median educational level of the population is a little above the eighth grade.

Hancock County is a rural area with a population of less than 8,000. Between 1950 and 1960 the population declined 14.9 percent. There is one small county-seat town, Sneedville, with a population of about 800. The county is very mountainous with only a few miles of hard-surfaced roads. The county has one small hospital, one doctor, and one dentist. It has one industry, a zinc mine employing about 125. The people depend largely upon farming the rugged land for support. The median family income in 1960 was $1,442. The median years completed in school, according to the 1960 census, was 6.6 years for males and 7.6 years for females. This county has the lowest educational level of the six included in this report. The population is mostly white, but there is a group of people called Melungeons with a mystical background living mostly in one valley in the county.

The needs are so numerous and so varied from county to county that it is hard to list problems according to priority. Problems which should be attacked as soon as possible include the following:

1. Education--including improved schools, expanded vocational and occupational training programs for both youth and adults, and guidance and counseling for young people.

2. Government--including training of community and county leaders and officials and citizenship training for the general public.

3. Housing--including zoning and building permit laws and more federal housing projects.

4. Recreation--including expanded facilities and planned programs.

Recommendations for Action

1. Many of the problems in this area will have to be solved by the residents. There is presently much complacency among the people. Too many do not know better ways of living and are satisfied with the status quo. Programs for training leaders for each community seems to

be the first approach. The citizens, when properly informed and motivated, could do much to improve their living conditions, health, recreation, schools, and other problems.

2. Home demonstrations and discussions could help the people improve housing conditions. The Extension Division of The University of Tennessee, the Home Economics Department of Carson-Newman College, the State Planning Commission, and the departments of welfare and health in each county could coordinate their efforts in this approach.

3. An improved educational system in each county could result from more inservice training for teachers and school officials. Surveys to determine present status and needs would be a meaningful starting point. Institutes, conferences, and discussions to inform the citizens of educational needs and possibilities would be beneficial.

4. A program of sending college students into the counties during the summer months to put on demonstrations in recreational activities and to help the people plan programs and facilities is recommended. Funds might be obtained from the government or other sources for support of this program.

5. A more rigid basis for welfare aid is needed. People who can work should be required to do so; this applies to unmarried mothers as well as others.

6. A program to give teenage and high school students better contact with colleges would be helpful. The Upbound Program is helping, but

it does not reach enough of the youth. Groups could be transported to the college campus for a day of observation and discussions with college students. Many young people do not know that opportunities are available to them.

7. More emphasis should be placed upon guidance and counseling in high school. Vocational and occupational training centers should be established. Young people need an opportunity to know about different occupations and the training required. Many adults could profit also from occupational training.

8. Evening classes for adults in such fields as government, economics, psychology, mental health, personal and community hygiene, parenthood, and citizenship are desirable.

III. AREA EIGHT

Identification of Problems

Housing. A shortage of rental housing and excessive building costs and/or difficulty in financing homes for low- and middle-income families were reported. Zoning and building regulations and/or enforcement of such regulations are inadequate. Substandard housing exists, particularly in the rural areas.

Poverty. Poverty is generally related to low educational levels, and while there is the suggestion that educational opportunities might be improved, the problem seems to be to motivate these people to want to learn and to instill a feeling of pride. Living on welfare payments is a way of life for some people, and they prefer it to working. Some way needs to be found to overcome this attitude.

Government. Public apathy about government; archaic local government systems; inadequately trained local government officials; a need for more and better planning, but a lack of funds to hire experts in smaller communities; need for changes in tax structures and for property reappraisals; and more parks--these were mentioned as problems in government. Local elected government officials were pointed out as being the principal ones who might aid in resolving these problems, but a program which would inform the public generally of the need for, the desirability of, and the possibilities for solving these problems is needed.

Recreation. Opinions on this topic appeared to vary more from one location to another than on other topics. In Bristol, Johnson City, and Kingsport, the problems seemed less pronounced than in the smaller cities and in rural areas where the need for parks and recreation facilities for both adults and youth was evidenced. A suggestion was made for development of many existing tourist attractions.

Employment. Respondents generally indicated that there seemed to be no unemployment problem for those with the will to work and the skills needed to fill existing job openings. There was mention of the problem of motivating those who prefer welfare payments to work, or who are content with less than full employment. Farmers are confronted with several employment problems; they cannot compete with industry in wages to hold farm workers, and farming itself no longer supports as many people as it did in the past.

Youth opportunities. Insufficient part-time and summer employment openings and too little occupational guidance and counseling in the schools were mentioned as contributing to an alarming outmigration of "some of the best young people."

Transportation. Problems related to transportation include a lack of long-range planning of highway needs, inadequate highways in some areas where they provide the only commercial transportation and where present roads discourage development of local industry, unsafe highways, and poor control of in-town traffic.

Health. Lack of long-range planning in matters having to do with health, such as sewage and garbage disposal and air and water pollution as new subdivisions open and communities expand, was the most frequently cited problem. Public unawareness of health problems; "loose" dogs and cats; and lack of special advanced educational programs for gifted children and of opportunities for occupational rehabilitation for the handicapped were also mentioned.

Land use. The greatest problem appears to be that the public does not fully recognize the need for effective planning for long-range, best use of land. From this follows inadequate zoning and land-use laws and little concern for conservation measures, beautification, or water and air pollution. An informational-educational program to explain what land use programs (soil conservation, zoning, pollution, and the like) mean to the public and to show the needs and benefits of comprehensive planning was suggested.

Evaluation and Analysis

The problems needing urgent attention in this seven-county East Tennessee area, according to respondents, include highway improvements, recreational facilities in both urban and rural areas, tax studies and equalization, expansion of youth opportunities, expansion of employment opportunities for the underprivileged, more counseling and guidance for youth and needy adults, and zoning for better control of land use.

In reading the responses to the survey form one senses that respondents are, in some cases, not fully aware of existing agencies functioning to aid in the solution of certain community problems or do not understand the scope of these organizations' responsibilities and activities. Also, they may be confused by what appears to them to be an overlapping of services and a duplication of effort.

Recommendations for Action

The programs proposed below are quite general in nature and would have to be thought out in considerably more detail. These programs attempt to get to what would seem to be the basic problems--lack of information by some people and a need for increased leadership and communication skills by another group of people. While the problems reported by the respondents undoubtedly represent real community problems, they also may be manifestations of more basic problems. It is felt that help in solving the basic, underlying problems can be provided through educational programs designed (1) to disseminate information in a complete and orderly manner about existing organizations engaged in working on community problems, and (2) to assist individuals with professional and technical abilities in community problem-solving to improve their leadership and communication skills. Completion of the first of these proposals might assist in the implementation of the remaining three recommendations, but lack of such a directory would not necessitate a delay in developing plans and pilot programs for community service and continuing education.

1. Social services directory. Some form of directory should be developed which would list both government and private (nonprofit and profit) agencies providing social services to the public. In addition to identifying the name, location, and nature of the agency, it might list the purposes and objectives and detail some of the less obvious services rendered (i.e. some fire departments also render fire inspection services on request). (If issued in loose-leaf form on a county basis, the information covering federal and State agencies might be used by all counties, requiring only the addition of information about local agencies.) Such a directory would have both educational and informational value; result in better utilization of existing agencies and resources; discourage the proliferation of new agencies duplicating services already available; give the public a better understanding of and respect for government and private agencies involved in social work; and give these agencies greater recognition and expanded opportunity.

2. Leadership development program. Included in such educational programs might be training in human relations, speaking effectively before groups, conference leadership, report-writing, newswriting, and other communications and leadership skills.

3. Volunteer agency development program. Many volunteer agencies are currently engaged in activities directed toward the amelioration of community problems and, more positively, toward reducing potential future problems through work with youth. The paid professional director is often in an unenviable position. The agency he heads may be less effective than it can and should be because of the nature of the impositions and restrictions placed upon him by a well-intentioned but nonetheless nonprofessional, untrained board of directors to whom he is responsible. An educational program which would help these directors and unpaid workers in volunteer agencies to better understand the intricacies of good organization, the significance and implications of financial statements, and the relationship of their agency to other agencies in the community could lead to more effective implementation of responsibilities.

4. Information program for appointed and elected government officials. This would be an extension of present or contemplated programs for law enforcement officers and school board members. It might be planned for all of the positions in town, city, and county governments where there is enough interest to make the program feasible.

CHAPTER V

STATEWIDE SUMMARY AND RECOMMENDATIONS

The purpose of this chapter is to present a summary of findings, limitations, conclusions, and recommendations for action. This report ends with a definite listing of key problems and with a listing of possible participants, possible subject matter content, and possible types of activities which could be funded under Title I of the Higher Education Act of 1965. This final chapter will attempt to present the basic information discovered as part of the demonstration of the methods and techniques in this publication to serve as a basis for college and university personnel and community leaders to build upon as they work together to develop continuing education and community service programs throughout Tennessee. In this chapter, the State Agency staff attempts to make the most meaningful compilations and interpretations of the data presented in the three preceding chapters.

I. SUMMARY, LIMITATIONS, AND CONCLUSIONS

This project on "The Identification of Community Needs in Tennessee" sought to demonstrate at least two things: (1) the different methods and techniques or combinations of methods and techniques in the collection of data which could identify community needs and (2) ways in which the various data collectors (who were mainly institutional representatives at the participating institutions in Tennessee) could approach and open up avenues of communication between the institutions of higher education and the governmental officials and influential community leaders in Tennessee. Both of these things have been demonstrated in this project.

An analysis of the eight area reports revealed numerous problems within each of the nine problem areas originally designated in the survey instrument. In addition, each of the area reports considered problems in the area of education important enough to merit its inclusion as the tenth problem area. The ranking of problem areas on a Statewide basis and analysis of the eight area reports seemed to indicate that there were four problem areas of major concern, three problem areas of significant concern, and three problem areas of marginal concern. These problem areas are ranked below in order of importance with general problems enumerated for each problem area.

Summary of Major Problem Areas

Key problems in employment. There is a need in many counties for more industrial development for the employment of displaced laborers, particularly men, who would seek jobs in industry if such jobs were available in localities; wage levels prevailing in the labor market are low and working conditions are (generally) poor; good jobs that would prevent the outmigration of the quality labor of bright and ambitious young people simply do not exist. Many counties need a more diverse economic base. After the closing of the coal mines in some areas, stable male employment has virtually been nonexistent. There is a lack of sufficient part-time and summer employment for youth.

There is a need for employment assistance. The only people actively engaged in seeking work for unskilled and semiskilled persons are those involved in community action programs. State employment offices are limited to fitting job applicants into those available job openings which meet their qualifications. There are not sufficient personnel in these offices to go out and actively seek work for applicants listed on unemployment rolls. A more effective job could be done if these offices could employ highly skilled people trained in the methods of labor market analysis and in supplying job market information.

Equal employment opportunities are poor for the Negroes, particularly for the Negro youth; many are high school dropouts with nothing to offer an occupation; most receive no motivation at home and little at school. Marginal-income people and people with marginal physical disabilities are not receiving needed help in developing their employment potential. Employment of senior citizens is not being fully realized.

More productive jobs must be created for youth and particularly more jobs to employ the non-college-bound youth. More opportunities for work-study programs are needed, and schools need to work more closely with employment services in helping place youth in suitable jobs. Employment agencies should assemble information regarding the kinds of training employers want and provide it to the secondary schools.

Key problems in youth opportunities. Problems in youth opportunities are closely related to the problem areas of employment, poverty, and education. Some additional problems in youth opportunities are mentioned in the discussion of these related areas. There is a need for more emphasis to be placed on expanded vocational, technical, and occupational training programs, on-the-job training programs, and additional junior colleges to provide more youth opportunities. Vocational training programs in the high schools should be coordinated with the programs of the area vocational-technical schools located throughout Tennessee.

Community service workers associated with nonprofit youth organizations need training to improve their efficiency in some areas. Training programs designed to meet this need might also be expanded to include the training of employees in other areas of activity, such as public welfare and playground personnel, if their duties include frequent or primary responsibility for youth activities.

The absence of youth opportunities can contribute to a high rate of juvenile delinquency; a high rate is significant because it is indicative of a deepseated disorganization among youth (particularly Negro youth). Unwed mothers and broken homes impede youth opportunities. Limited access to education and training, prime susceptibility to illness, and poverty restrict youth mobility. Young people in poverty-stricken homes lack motivation and lose hope; they lack resources, incentive, aspiration, and motivation.

Key problems in government. Special consideration should be given to programs which increase the leadership ability of public officials. There is a need for training State and local public officials to prepare them for the complexities of public office and to acquaint them with services potentially available to them. A training program of this type would require close cooperation between active community service agencies and appropriate college level discipline areas (such as economics, sociology, government, education, management and finance, psychology, industrial management, and health). Training is needed in the following areas: how to write federal proposals; types of federal aids available and how to obtain them; and various sources of community aid, including federal and State agencies, university extension services, and privately financed foundations.

There is a need for college-level assistance in urban planning and development, home planning and maintenance, urban geography, urban/city management, regional development, urban renewal programs, defining the problems and advantages of incorporation, defining the role of local government in these areas, developing water utility districts and watershed projects, and city-county management and administration (including business management). Mediation and advisory services could be provided by appropriate higher education personnel.

The counties need to develop new or to improve existing county planning commissions to formulate long-range plans for commercial and industrial growth of the counties and to develop and disseminate zoning regulations and building codes. Serious consideration should be given to forming regional planning commissions.

County governments, in general, are composed of public offices which are outdated. County officials cannot be expected to function effectively under existing statutory regulations and general laws. County officials are generally untrained and underpaid. A new system of county government headed by a chief county administrator is needed. County records should be maintained in a central unit utilizing modern data processing equipment. Consideration should be given to consolidating small, sparsely populated counties into larger units of government. (The ninety-five counties in Tennessee are too many; one-third as many would allow for better county government.)

There are numerous problems in the administration of the property tax. The conditions include low assessments in comparison with actual values; inequality of assessments; assessment of personal and real property at low ratios and public utilities approaching 100 percent of actual value as calculated by the State Public Service Commission; infrequent reappraisal programs that review all parcels of property; lack of professional training of tax assessors; political selection of assessors by the voters; extremely low pay of assessors; and lack of staff assistance in tax assessors' offices.

Key problems in poverty. There is need for an improved program of general assistance to the poor; aid for obtaining legal advice by the poor is needed; the establishment of daycare centers for otherwise unattended children is needed; welfare policies need revisions; legal domestic assistance is needed for the poor; more medical and dental care is needed; many indigents need counseling services relative to programs, services, and assistance that are available to them.

Social work agencies are considered to be understaffed, especially in those departments related to child welfare. Case workers are needed in public-supported community service centers where they exist. There is a great need for permanent local and/or mobile general service centers to bring general services to the indigent in their communities. In cases where permanent facilities could not be justified, a house trailer small enough to be towed by a car could be used by home demonstration agents, police, ministers, workers in public and private community service agencies, civic leaders, and other persons who work or meet frequently with the underprivileged. It is essential that these workers be able to understand, counsel, and deal effectively with these people. There is a need for an internship program of experiences for selected students in health facilities, schools, government offices, recreation centers, and the like, designed to enlarge and enrich their knowledge of the urgent social concerns and to sharpen their abilities in the recognition, analysis, and solving of social problems.

There is need for a program to acquaint low-income families in the proper use of consumer finance and management of personal finances. There seems to be an unbelievably widespread lack of knowhow in this area.

Some sort of social services directory should be developed Statewide or regionwide; it would list government agencies and nonprofit and profit private agencies providing social services to the public including name, location, and the nature, purposes, and objectives of each agency. Such a directory would have educational and informational value and could result in the better utilization of existing agencies and resources and the elimination of unnecessary duplication of available services.

Summary of Significant Problem Areas

Key problems in housing. There is a need for public housing for low-income people, the aged, and others living in substandard dwellings. Some cities need an overall housing policy. Guidelines and housing and building codes are needed to prevent construction and realty companies from building too many cheap, two-story apartments.

Overcrowded housing exists in all counties, with a high percentage of substandard units. (Actual block or tract data could be compiled as further evidence.) There is a significant proportion of houses in a state of serious disrepair; inadequate and outdated planning and zoning laws have contributed to instant slums; high rents are charged for housing that is available; there seems to be no planned action for providing equal opportunity in housing. Housing for farm workers is generally very poor and completely outmoded; a high percentage of farm labor houses are beyond repair.

Key problems in education. The inadequacy of county revenue to provide adequate public services is most evident in the field of public education. The effects of inadequate expenditures may be most dramatically shown in the qualifications of teachers employed. The bachelor's degree should be the absolute minimum standard; the range of the percentage of teachers with substandard preparation is as high as 30 percent in dozens of Tennessee's ninety-five counties. Considerable evidence can be presented to support the position that failure to provide adequate local revenue in the counties can be traced to lack of local effort rather than to lack of local ability. Only a relatively small percentage of income is being used to provide public education.

The public school systems in many areas are inadequate in many ways; they have limited curriculums, poor facilities, and inadequate funds. Most of the teachers in rural areas are natives, and they have had little opportunity to observe or work in an effective school system. Additional revenue is needed to secure better-qualified teachers, to replace poor facilities, and to provide expanded course offerings. There is a general need for an improved (realistic) educational system, with more counseling and guidance services, better occupational and vocational training, and loans or scholarships provided for deserving students to attend post-high school training programs. There is the serious problem of keeping youth (potential dropouts) in school long enough to qualify for existing opportunities, the problem of providing sufficient guidance services to youth, and the need for a broader vocational training base in high school.

School board members in Tennessee are elected by popular vote, by civil district. Because there is an absence of any constitutional or statutory statement of qualifications for the county school board members, many do not possess a level of education or previous experience that would provide them with some basis for making judgments related to the operation of a school system.

Inservice continuing education for professional and subprofessional groups in various areas is needed (health-related occupational areas, social welfare occupational areas, community development occupational areas, home economics occupational areas, and the like).

There is a need for social work service administered by the public schools. School counselors or persons working as guidance counselors should be aware of family services available in the community, and they should know how best to bring the family service to the attention of the family when apathy or some other obstacle is present in the home situation. Family service personnel should do their part in making their physical presence known to appropriate school personnel.

Only a relatively small fraction of the number of handicapped children needing special education services are enrolled in special education programs in any of the counties. Programs for gifted pupils are nonexistent in the public schools of most counties. The development of programs for the mentally retarded is not making the progress desired.

Key problems in recreation. There is a need for expanded recreation facilities and facilities planning (advance land acquisition) and for expanded training programs for recreation personnel. Expanded recreation facilities, such as community centers, should be planned to provide for these groups: senior citizens, low-income families, youth, women and girls, and minorities. There is also a need for winter (indoor and outdoor) recreation facilities. There are few, if any, recreation facilities in small rural communities. There is a need for more trained park and recreation personnel; more use could be made of voluntary help. Lack of revenue to expand recreation programs, facilities, and personnel is the most difficult obstacle to solving these problems.

Business activities related to tourism and recreation should be expanded around the rivers, lakes, mountains, and national parks in Tennessee. In years to come, the natural beauty and recreation potential of Tennessee could become its most valuable asset. Owners of tourist-recreation related businesses should begin a process of upgrading their facilities as soon as possible.

In some areas of Tennessee near the rivers and near the lakes formed by the Tennessee Valley Authority, there is considerable "open space" water-wilderness-wildlife recreation acreage. Before these natural possibilities can be fully realized, access roads leading into the recreational areas must be improved; more day-use areas need to be developed around the lakes; select open space areas must be preserved through direct public acquisition, zoning, or other measures; and State-managed hunting areas must be increased.

Summary of Marginal Problem Areas

Key problems in transportation. Two main transportation problems are the delay in completing the Interstate Highway System, particularly in the major metropolitan areas and in the mountainous areas, and a dearth of mass transit innovation. Other transportation problems include inadequate or nonexistent planning, obsolete secondary road systems, lack of parking areas and facilities, congested traffic and poor traffic flow, inadequate system of truck routing through residential neighborhoods, absence of sufficient transmountain routes to break the bonds of isolation, and lack of rail, bus, and air services in most areas.

There is a need for improving traffic safety on highways and on streets in or near metropolitan areas; safety education is needed for the protection of juveniles using various types of motorized two-wheeled vehicles.

Improved bus service is needed, especially in "low-density" areas that normally do not pay a commercial operator to serve. Imaginative or innovative solutions need to be proposed that will result in expanded service on a paying basis. The use of minibuses, jeeps, or shuttle busses could provide intercity service in sparsely populated areas.

Key problems in health. Big health problems loom in the untreated sewage dumped in the rivers (inadequate sewerage disposal system), lack of proper drainage, water pollution, untreated or unapproved water drawn from wells and springs, inadequate refuse collection (garbage) and disposal systems, air pollution from rendering and chemical plants, road side dumps, poor sanitary conditions, inadequate septic tanks and tank pumping services, inadequate sewage treatment facilities, occasional flooding of septic tanks and field lines leading from such tanks, inadequate enforcement of immunization and animal control laws (especially in areas outside city limits), infrequent inspection of food handling establishments, and a lack of privies in some areas. An investigation should be made to determine whether health laws are in need of revision; there may be a need for improved mental health laws and laws to protect the public from carriers of active tuberculosis.

Outside the metropolitan areas there is an insufficient number of medical doctors, dentists, and nurses for the population served. Most counties have less than one doctor or dentist per 1000 population; there is a shortage of registered nurses, with few men interested in such careers. There is a need for convalescent hospitals for the chronically ill (such as terminal cancer patients); nursing homes, hospitals or homes for the aged; facilities for the handicapped; facilities for mentally retarded children; more maternal and child health services; adequate hospital facilities for private psychiatric patients; adequate mental health facilities for the indigent; adequate dental care for the indigent; and, in general, new hospitals and additional medical staff in most of the counties.

The existing large number of overt dangers to public health (such as venereal disease and drug addiction) indicates that public health education programs need to be developed to supplement personal health education programs already existing in the public schools and elsewhere. Home safety education programs need to be developed.

Key problems in land use. Certain priorities in planning for land use in urban areas are needed to enhance future industrial and recreational development. These priorities include: providing for advanced land acquisition, developing service and industrial lands adjacent to and related to urban development, preserving prime waterfront industrial sites as a future employment base, providing quality services in urban areas, and preserving water quality for multiple use.

Limitations

In addition to the limitations mentioned in Chapter I, other kinds of questions could be raised in this summary analysis. An attempt was made to combine "hard data" with the "soft data" collected in this identification of community needs, itself a limitation in a project of this type. Several things which were not done raise the following kinds of questions, perhaps subjects for further research:

1. What is the relationship between an expressed concern for a community problem and existing (actual) or proposed educative activities, including community service programs provided by institutions of higher education?

2. What is the relationship of an expressed concern for a community problem to those expressing this concern?

3. What are the differences between the opinions of elected officials and other community leaders with regard to local problems, such as employment, poverty, housing, recreation, and the like?

4. What are the differences between "subjective opinions" of elected officials and other community leaders concerning local problems and the "hard facts" of statistical data available in census reports and other research documents?

5. To what extent are the perceptions of "local problems" different in the various different political jurisdictions in Tennessee; i.e., if three Tennessees really exist, how does one look at each of them?

Conclusions

There are certain causal factors underlying community problems identifying conditions which should be considered in the development of a Statewide, comprehensive, coordinated system of community service and continuing education programs. This summary of causal factors is representative of those conditions which exist in Tennessee and are not given in order of importance. Although this discussion is not necessarily all-inclusive, colleges and universities should be aware of these conditions in preparing proposals to solve key community problems which are identified as a result of this demonstration research project; the State Agency, too, needs to be aware of these conditions in determining the priorities for the development of community service and continuing education programs.

Urban, suburban, and rural areas of Tennessee will require different types of continuing education and community service projects. In general, the more urbanized areas have more problems (such as employment and youth opportunities) relating to rapid changes in population, governmental and nongovernmental services needed, poverty, and controls. Rural areas generally have problems related to outmigration, ability to provide services to citizens in a changing economic situation, and land use and full utilization of natural resources.

Additional demonstration or experimental research in techniques which will prove workable in future projects relative to community service programs is desirable. Information concerning the use of new ideas and concepts relative to continuing education and community service programs not currently available or in use in the State would be valuable. Use of existing facilities of colleges and universities as the vehicle to carry projects will strengthen roles of institutions of higher learning. The development of channels of communication between governmental officials, community leaders, members of numerous organizations and agencies, and staff members of the colleges and universities in Tennessee will result in closer ties with each other.

1. Citizens in Tennessee need a basic understanding of community development, its values to communities and areas, and its importance in today's rapidly changing political, social, and economic conditions. Crucial to the awareness and solution of the problems of local government is the provision of effective machinery for community planning and development, which includes the involvement of citizens in programs for improvement.

2. The smaller urban communities are burdened with a multitude of problems. Most of these areas have experienced some growth, but they still need a sizeable amount of economic advance to compete for new industry. Untrained or untrainable labor, low per capita income, shortages of housing, small or eroded tax bases, inadequate school systems, the absence of long-range economic and urban planning, conflicts between city and county governments, duplication of services by overlapping political subdivisions of governments, failure of county governments to provide adequately for necessary local government services, and shortages of professional and skilled personnel complicate orderly community development. Community action leadership training would be helpful in some cases.

3. The outmigration of population from rural areas to urban centers and suburban areas in Tennessee is a problem that must be coped with. The pressures of population growth and how to meet changes and relate the demands and desires of the new population to the already existing population in these cities are involved. Such things as adequate low-cost housing, schools, fire protection, police protection, and other public services are part of the problem. The need is to have citizens (and especially those in decision-making positions) understand how a satisfactory solution to this problem can be made.

4. Professional workers, especially in the sociological, economic, educational, and politicial science fields in various educational institutions as well as in private organizations, lack general contacts with each other and, above all, tend to need more understanding of the policies

and programs of federal and State agencies working in the field. There is a need for all of these professional workers to understand these programs across the board, especially to bring about as good a coordination as possible and in the final analysis develop ways they can be used as efficiently as possible. New techniques for communicating with low-income families and hard-core poverty cases should be developed. Better communications with the indigent and long-range planning are needed to insure that existing public and private programs are used to their fullest capacity.

5. Colleges and universities should establish improved channels of communications with community leaders and community officials so that problem areas can be identified and suitable program recommendations can be extended to these leaders and officials by the institutions of higher education. City officials and other responsible decision-making citizens are in need of closer contacts between each other, and they especially need a good basic understanding of the policies and programs of the many new and varied federal and State programs that are in operation or could be put in operation if properly coordinated and made available to the people in prospective towns or areas. Working on a problem together improves the channels of communication.

6. Community leaders must recognize that education is the key to youth opportunity; and, in turn, youth opportunity is the key of future growth, economic development, and prosperity for Tennessee and its communities. Low income, inadequate education and training, and public

complacency and lethargy lurk behind the majority of community problems. The statistical analysis of crime as reported by police suggests that poverty and inadequate economic and youth opportunities are basic casual factors. There is a correlation between overcrowdedness and poverty, and sociologists also believe a correlation exists between overcrowdedness (housing congestion) and juvenile delinquency and crime.

7. Absentee ownership of large tracts of land in outlying areas and speculative ownership of property inside or adjacent to small communities have restricted industrial and commercial development. Industrial and commercial expansion has also been hampered by a lack of coordinated planning at the county level. Public officials, community leaders, and business and industrial managers need assistance in making improvements in their operations so they can adjust to area industrialization. Owners of small businesses of all types need training and assistance in the basic procedures involved in operating a business establishment. There is a need for improved labor-management training.

8. An understanding of the pressures of increased population on land use, the wise use of natural resources, and the multiple use of natural resources as they pertain to area and community development and planning is needed by many citizens and responsible officials. With the current emphasis on beauty, maintaining open land spaces, and forestry development, this is a problem that needs much and immediate attention. Planning regarding annexation and land use is out of focus; there seems to be little long-range perspective.

9. Small rural communities face the problem not only of land use change but also of human resource development. A serious gap exists between the qualifications and aptitudes of the existing labor force and the employment opportunities available; skilled labor is scarce, yet there is an oversupply of unskilled workers; the very poor are qualified only for unskilled or semiskilled work, yet little of this labor is in demand; the poorly qualified person has little opportunity. This human resource development involves providing ways and means that people, accustomed to a way of life that is fast diminishing in financial return, can be provided--through training and through the seeking of new industries--jobs that are satisfactory to them personally and financially. Of the people engaged in the three declining industries (agriculture, forestry and fishing, and mining), the number employed in agriculture is of considerable significance. Many areas in Tennessee have this problem of unemployment which is tied to the changes in employment opportunity and the ability of the rural labor force to adjust to opportunities.

II. RECOMMENDATIONS FOR ACTION

This report has already shown or demonstrated the means of identifying the most urgent community problems in Tennessee. In order for continuing education and community service programs to be developed in Tennessee, some use should be made of the results of this demonstration research project. To this end, this final section is structured.

Faculty members in the institutions of higher education in Tennessee should capitalize on the opened avenues of communication as demonstrated in this project and work with those listed as possible resources. Working conjointly, these faculty members, officials, and community leaders could identify possible participants, who should also be involved in the planning of these programs. Possible subject matter content could then be determined to aid in the solution of a particular community problem, and possible types of activities could be used in the development and conduct of proposed continuing education and community service programs.

Possible resources. In addition to the human resources (teaching and research faculty members) already available in the fifty public and private colleges and universities spread around Tennessee, the following listing will identify community leaders and other resources which could aid in solving the problems outlined in the previous section. This list is not all-inclusive. Many of these officials and community leaders are listed by name or address in most of the eight individual area reports.

1. Community officials, including mayors and city managers, elected or appointed commissioners or councilmen, superintendents of city schools, building inspectors, directors of housing authorities, directors of planning and zoning commissions, directors of welfare, city librarians, directors of public health, chief law enforcement officers, directors of recreation departments and park commissions, directors of youth commissions, and the like.

2. County officials, including county judges, members of the county courts, superintendents of county schools, directors of welfare, directors of public health, county agriculture agents, directors of local planning commissions, chief law enforcement officers, home demonstration agents, and the like.

3. State officials, including those in the Division of Industrial Development, the Vocational Rehabilitation Offices, regional offices of Trade and Industrial Education, local offices of the Tennessee State Department of Employment Security, the Tennessee State Planning Commission, the Public Health Department, the Public Safety Department, the Public Welfare Department, Youth Opportunity Centers, Boards of Education, the State Department of Education, State Conservation Department, Directors of Vocational-Technical Training Programs, Municipal Technical Advisory Service (at The University of Tennessee), Government-Industry-Law Center (at The University of Tennessee), and Division of University Extension (at The University of Tennessee).

4. Federal officials, including those in the Area Redevelopment Administration, the Federal Housing Administration, The Vocational Rehabilitation Administration, Regional Planning Offices of the Tennessee Valley Authority, the Appalachia Educational Laboratory, Inc., United States Department of Agriculture, United States Forest Service, United States Soil Conservation Service, United States Department of Health, Education, and Welfare, Office of Economic Opportunity, and the like.

5. Officials from independent civic and quasi-official groups, including but not limited to those from this representative list: the Clinch-Powell River Valley Association, Council for Community Services, Inc., Tennessee Municipal League, Tennessee County Services Association, Tennessee Taxpayers Association, United Community Services, Community Action Directors in the Tennessee Offices of Economic Opportunity, county area development corporations, county industrial development commissions, resource development committees, civic clubs, bar associations, chambers of commerce, youth guidance commissions, Elk River Development Agency, Tims Ford Development Agency, Hull-York Lakeland Resource Conservation and Development Association, Upper Cumberland Economic and Resources Development Center, and the Livingston, Byrdstown, Jamestown, Cookeville, and Crossville Development Corporations, and the like.

6. Other community leaders, including industrial and business representatives, bankers, teachers, newspapermen, real estate men, youth directors, leaders in politics, labor and trade association officials, ministers, physicians, building contractors, lawyers, and the like.

Possible participants. The participants in proposals funded under Title I of the Higher Education Act of 1965 can potentially include all of the adult population who have either completed or interrupted their formal training. The aim of a proposal is to assist the individual to meet the tasks imposed by the complexities of our society in fulfilling his role in the world of work, as an informed and responsible citizen, and in his individual growth and development. Possible participants may include, but are not limited to, the groups listed in this section. In any single project, a cross-section of many interests may be involved.

1. City and county officials, including elected or appointed mayors, county judges, commissioners, councilmen, aldermen, members of county courts, trustees, tax assessors, planning or zoning commission members, fire department officials, law enforcement officials, purchasing agents, finance officers, home demonstration agents, traffic engineers, and directors of governmental departments (housing, welfare, public health, recreation, youth commission), and the like.

2. School officials, including members of city or county school boards of education, school administrators, guidance personnel, elementary or secondary school teachers, and so forth.

3. Professional and sub-professionals, including appraisers, community planners, technicians, paramedical technicians, engineers, clergymen, businessmen, medical personnel, salesmen, labor union and trade association members, community development personnel, employment personnel, social workers, service tradesmen, management personnel, and so forth.

4. State agency personnel, including legislators and officials in industrial development, vocational rehabilitation, employment security, planning, public health, transportation, public safety, State Board of Education, public welfare, soil conservation and wildlife, agriculture, area redevelopment, economic opportunity, and so forth.

5. College or university teachers, administrators, or researchers.

6. Other organization personnel, including those in farm and other rural groups, women's clubs, labor unions and trade associations, development groups, promotion groups and fund raisers, industrial management groups, service clubs, and other special interest groups (Fish and Game Commission, Audubon Society, and so forth).

Possible subject matter content. Any list of possible subject content for continuing education and community service proposals would be endless. Almost any kind of subject matter, if structured properly, can result in community development. Again, this list is not designed to be exhaustive; possible subject matter content may include, but not be limited to, the areas listed in this section. A more representative list can be elicited from the body of this report and from the questionnaires in Appendix B, Appendix C, and Appendix D.

1. Community leadership training, including training in group dynamics, human relations, interpersonal relations, communications skills, committee skills, conference leadership skills, public speaking, use of the new technology, news writing, writing reports for public use, development of proposal-writing techniques, attitudes and motivation, counseling and guidance, public affairs, and the like.

2. Community service training, including training for adults interested in community development, community planning, law enforcement, public utilities, school boards and public schools, tourism, recreation centers and programs, daycare nursery facilities, health and medical care facilities, mental health facilities, transportation facilities, governmental reorganization, governmental services, transit systems and mass

transport, welfare and related social sciences, libraries, technical and paramedical programs, real estate and housing, legal aid to the indigent, and so forth.

3. Community economic training, including the economic impact of property assessment, taxation, industrial development, employment and employee development, youth opportunities, employer-employee relations, urban renewal, advanced land acquisition, family finance, budgeting, accounting, auditing, equal employment opportunities, correctional rehabilitation, vocational rehabilitation, management training, adult basic education, vocational training, labor-management training, prevention of outmigration of youth, planned parenthood, automation and cybernetics, and so forth.

4. Community controls training, including zoning ordinances, sewerage and drainage disposal, flooding, water and air pollution, dumps, subdivision controls, garbage disposal and sanitation, beautification, land and water conservation, animal control, slums and blight, immunization, erosion control, housing code enforcement, food inspection and protection, traffic control, parking control, and so forth.

5. Community action training, including land use and preservation, lakes and parks, historical sites, family care centers, the arts, centers for senior citizens, provisions for juveniles (community centers), low-income housing, and so forth.

Possible types of activities. The following list of possible types of activities is designed to supply proposal applicants with suggestions about the various ways continuing education and community service projects can be conducted.

1. Seminars, conferences, institutes, clinics, demonstrations, forums, or workshops on a local, regional, or Statewide basis.

2. Formal academic or nonacademic extension, correspondence, and continuing education courses taught off or on the college and university campuses.

3. Depth-training or inservice training programs, such as weekend or evening training for economic and leadership development, for school board members, and so forth.

4. Counseling, technical assistance, and consulting services which are not available elsewhere in form or subject matter.

5. Experimental or demonstration research programs, designed for pilot work or evaluation, or designed to identify and develop new, expanding, or improved approaches to the solution of community problems.

6. Mass media, such as radio and television, to provide supplemental work in addition to current uses of this method or type of activity.

7. Other innovative programs of instruction and study, including pilot educational work to motivate community groups in developing techniques for successful community action programs.

Future directions for Title I. Where do we go from here? The findings and recommendations for action included in this demonstration research project will be valuable only if they result in the development of a comprehensive, coordinated, and Statewide system of continuing education and community development programs designed to assist in the solution of community problems by utilizing the resources of the colleges and universities in Tennessee.

This report does not purport to give solutions; solutions will come from the trained faculty members at the institutions of higher education. This report is merely an "idea book" designed to encourage the staff members in Tennessee's colleges and universities to see the "big picture," to think big, as it were, as they develop and participate in action programs in solving some of the most urgent problems of the society and the economy in which we live.

Jules O. Pagano, Director, Division of Adult Education Programs, United States Office of Education, in a speech delivered to the Council on Extension of the National Association of State Universities and Land Grant Colleges on November 14, 1966, stated:

> I cannot emphasize too strongly the importance of imaginative and courageous experimentation at the university level. Title I is not a bricks-and-mortar program. It depends on ideas for its success. If those ideas are common-place then Title I is likely to fail. It is incumbent, then, on the schools to set their best minds and their best efforts to work under Title I. An inter-disciplinary approach is required, so that we utilize the full resources of the university. I am happy to say, based on the evidence of Title I's first year, that by and large the universities have done this.

. . . .

> . . . community development programs under Title I depend on ideas for success. Some of the particular qualities of those ideas could be: Innovation--the ability to conceive new, untested approaches to a problem; Precision--the fullest possible understanding of the components of an intricate problem; and, Courage--the willingness to risk failure when the rewards of success are great.
>
> There is no other source in this society for this kind of thinking but our universities. Walter Lippmann, commenting last spring on the role of the university and of professors in society, said that they are the "best available source of guidance and authority in the field of knowledge." And that is why Congress enacted Title I. The challenge must not be evaded.
>
> . . . .
>
> Our Title I projects should not merely be how-to-do-it essays--how to eliminate water pollution, how to re-route traffic. They should help us find solutions which are not merely convenient to city administrators or state governments, but which truly solve. They should work to make life in the cities not merely easier, but better. To do that, the humanist imagination should act constantly with the technical imagination--as corrector and guide.
>
> None of this demands more than that the universities fulfill their great historical responsibilities. Title I of the Higher Education Act provides a new avenue for you to fulfill those responsibilities. In so doing, your schools will be of lasting service to their communities and to the nation.[1]

We trust that the colleges and universities in Tennessee will see a new avenue to fulfill their great historical responsibilities through Title I of the Higher Education Act of 1965. Tennessee must depend on its institutions of higher learning to provide this lasting service.

---

[1] Jules O. Pagano, "Community Development Aspects of Title I," The NUEA Spectator XXXII (December, 1966-January, 1967), 10-11.

APPENDIX A

PERSONNEL INVOLVED IN AREA REPORTS

PERSONNEL INVOLVED IN AREA REPORTS

This Statewide Report is compiled and edited by the State Agency for Title I in Tennessee from eight area reports conducted by representatives of fourteen colleges and universities throughout the State of Tennessee. The institutions and personnel involved in these area reports are listed herein.

Austin Peay State College

Coordinator
  Mr. Earl E. Sexton
  Director of Development and Field Services

Report Writers and Data Collectors
  Dr. James W. Whitlock, Associate Director
  Division of Surveys and Field Services
  George Peabody College for Teachers

  Mr. Robert A. Green, Research Assistant
  Division of Surveys and Field Services
  George Peabody College for Teachers

Carson-Newman College

Coordinator
  Dr. Joseph M. Ernest, Jr.
  Dean of the College

Report Writer
  Dr. Edgar M. Cook
  Professor of Psychology

Data Collectors
  Dr. Gary Farley
  Assistant Professor of Sociology

  Mr. J. M. High, Jr.
  Associate Professor of Business

Mr. Kyle Outlaw
Instructor in Economics

Mr. Dalmuth Shealy
Assistant Professor of Physical Education

East Tennessee State University

Coordinator
Dr. Fred McCune
Dean of Continuing Education

Report Writer and Data Collector
Mr. Albert C. Noble
Coordinator of Non-Degree Programs

Knoxville College

Coordinator
Dr. Herman B. Smith, Jr.
Director of Development

Consultant
Dr. Ralph Martin
Professor of Education

Data Collectors
Mr. Clifford Ross
Research Assistant

Mr. Richard Turk
Research Assistant

Memphis State University

Report Writers and Data Collectors
Dr. Lewis N. Amis
Professor of Economics
Southwestern at Memphis

Mr. Paul R. Lowry
Director of Bureau of Business and Economic Research

Dr. Harry H. Summer
Professor of Marketing

Consultants
Dr. Edwin C. Buell
Chairman, Department of Political Science

Mr. Charles Carter
Research Assistant

Mr. C. B. Easterwood
Research Assistant

Dr. Paul H. Sisco
Chairman, Department of Geography

Dr. Festus J. Viser
Chairman, Department of Economics

Data Collectors
Mrs. Emily H. Clark
Professor of Sociology
Lambuth College

Mr. Maurice H. Field
Professor of Education
The University of Tennessee Martin Branch

Dr. James Potts
Professor of Economics
Bethel College

Miss Martelle Trigg
Professor of Sociology
LeMoyne College

Middle Tennessee State University

Coordinator
Dr. Firman L. Cunningham, Dean
School of Business and Industry

Report Writers and Data Collectors
Mr. Boyd A. Evans
Assistant Professor of Economics

Mr. Robert J. Randle
Assistant Professor of Economics

Tennessee Agricultural and Industrial State University

Coordinator
Dr. Nebraska Mays, Director
Institutional Research and Development

Report Writer and Data Collector
Dr. R. Grann Lloyd, Director
Division of Business

Data Collectors
Mrs. Mary Butler
Mr. Samuel Calvert
Mrs. Louisa Handley
Mrs. Rachel Lindsay

Tennessee Technological University

Report Writers and Data Collectors
Dr. O. C. Stewart, Jr.
Associate Professor of Education

Dr. Nofflet D. Williams
Director of Institutional Research

The University of Tennessee

Coordinators
Dr. Nolen E. Bradley, Director
State Agency for Title I

Mr. Paul R. Martin, Jr.
Assistant Director, State Agency for Title I

Consultants
Dr. Charles L. Cleland
Associate Professor of Agricultural Economics
College of Agriculture

Dr. Kenneth D. Wright
Director of Broadcasting Services

Editorial Consultant
Mrs. Doris Caldwell
Administrative Assistant to the Dean
College of Education

Report Writer and Data Collector
Mr. Leon M. Fields
Research Assistant
State Agency for Title I

Data Collector
Mr. John R. Willis
Research Assistant
State Agency for Title I

All of the multilith master typing for this Statewide Report was done by Mrs. Edith H. Coppinger, Mrs. Mildred K. (Milly) Hunley, Mrs. Jimmie L. Peppers, and Mrs. Joan W. Purkey.

APPENDIX B

PRELIMINARY SURVEY OF COMMUNITY PROBLEMS

PRELIMINARY SURVEY OF COMMUNITY PROBLEMS

Community: ______________________________

Respondent: ______________________________
(Name and position)

Date: ______________________________

Interviewer: ______________________________

College or University: ______________________________

Contents:

I. Housing
II. Poverty
III. Government
IV. Recreation
V. Employment
VI. Youth Opportunities
VII. Transportation
VIII. Health
IX. Land Use
X. Other

I. Housing

A. What problems does this community have in the area of housing? (Such as: planning; existing housing; codes enforcement program; enforcement of codes; inspection; relocation; public housing; construction; local tax policy; senior citizens; families of low and moderate income; animal control; community renewal program; demolition; equal opportunity in housing; condominiums; cooperative housing; and home improvement and rehabilitation.)

B. Who in or near this community could be of some influence in resolving this (these) problem(s)?

C. What type of college-level program do you feel could best serve to assist these people in developing ways to resolve this (these) problem(s)?

II. Poverty

A. What problems does this community have in the area of poverty? (Such as: slums and blight; community action; commodity distribution; food stamp program; child welfare; aid to families with dependent children; educational opportunities; legal assistance; family finance; disadvantaged youth and adults; counseling and guidance; educational assistance for federally affected areas; institutes for teachers; loans to students; transit assistance; education and information; citizenship training; assistance from federal and state programs; community opportunity center; home demonstration; community relations; voluntary organizations.)

B. Who in or near this community could be of some influence in resolving this (these) problem(s)?

C. What type of college-level program do you feel could best serve to assist these people in developing ways to resolve this (these) problem(s)?

III. Government

A. What problems does this community have in the area of government? (Such as: public works; planning; zoning; commercial development; basic studies; community facilities; traffic control; urban renewal; public services; employee development; financing; tax policy; administration budgeting, accounting, and auditing; capital improvements financing; assessment; police; fire; public health; health and medical care facilities; parks and beautification; welfare and related social sciences; libraries; citizen participation; community relations; equal employment.)

B. Who in or near this community could be of some influence in resolving this (these) problem(s)?

C. What type of college-level program do you feel could best serve to assist these people in developing ways to resolve this (these) problem(s)?

IV. Recreation

A. What problems does this community have in the area of recreation? (Such as: advanced planning; loans; advanced acquisition of land; financing; neighborhood facilities program; open space land program; outdoor recreation; public facility; real property for public parks; public recreational area; services for older Americans; employee development; voluntary organizations.)

B. Who in or near this community could be of some influence in resolving this (these) problem(s)?

C. What type of college-level program do you feel could best serve to assist these people in developing ways to resolve this (these) problem(s)?

V. Employment

A. What problems does this community have in the area of employment? (Such as: wage rates; labor supply; adult vocational training; employment assistance; equal employment opportunities; mentally retarded; disadvantaged persons; physically handicapped; educational opportunities; aid to the blind; occupational training (health, etc.); community employment development; correctional rehabilitation; education advisory services and data; job market information; senior citizens; supplementary education centers and services.)

B. Who in or near this community could be of some influence in resolving this (these) problem(s)?

C. What type of college-level program do you feel could best serve to assist these people in developing ways to resolve this (these) problem(s)?

VI. Youth Opportunities

A. What problems does this community have in the area of youth opportunities? (Such as: planning; education; health; recreation; employment; social; dropouts; juvenile delinquency; educational loans; guidance and counseling; occupational training.)

B. Who in or near this community could be of some influence in resolving this (these) problem(s)?

C. What type of college-level program do you feel could best serve to assist these people in developing ways to resolve this (these) problem(s)?

VII. Transportation

A. What problems does this community have in the area of transportation? (Such as: air transportation; railroads; highway planning and construction; motor truck; inter-city bus; planning; urban mass transport; parking; advanced acquisition of land; advances for public works planning; airport development; code enforcement; community renewal program; highway beautification; urban renewal.)

B. Who in or near this community could be of some influence in resolving this (these) problem(s)?

C. What type of college-level program do you feel could best serve to assist these people in developing ways to resolve this (these) problem(s)?

VIII. Health

A. What problems does this community have in the area of health? (Such as: sewers and drainage; community health planning; aid to permanently and totally disabled; air pollution; animal control; chronic diseases and health problems of the aged; assistance for migrants and seasonal farm workers; services for the chronically ill; crippled children services; mental retardation; food protection; health insurance for the aged; health profession educational assistance; health referral services; hospital and medical facilities; immunization program; venereal disease control; maternal and child health services; narcotics drug problems; vocational rehabilitation; aid to the blind; aid to the deaf; safety.)

B. Who in or near this community could be of some influence in resolving this (these) problem(s)?

C. What type of college-level program do you feel could best serve to assist these people in developing ways to resolve this (these) problem(s)?

IX. Land Use

A. What problems does this community have in the area of land use? (Such as: planning; annexation; stabilization, conservation, and erosion control; beautification; advanced acquisition of land; advanced public works planning; demolition; public works and economic development; financial assistance; land and water conservation; resources survey; pollution.)

B. Who in or near this community could be of some influence in resolving this (these) problem(s)?

C. What type of college-level program do you feel could best serve to assist these people in developing ways to resolve this (these) problem(s)?

X. Other

A. What other problems does this community have?

B. Please consider each of the problems that you have mentioned and list below in order of priority the ones you think should be tackled first.

APPENDIX C

WEST TENNESSEE STUDY OF URBAN AND COMMUNITY PROBLEMS

WEST TENNESSEE STUDY OF URBAN AND COMMUNITY PROBLEMS

Date______________

______________ City　______________ County　______________ State

Personal Data on Interviewee:

Name: ____________________________

Position and Occupation: __________________

Age: __________ Sex: __________ Race: __________

Level of Education: ____________________________

Length of Residence in City or Community: ______ Yrs. ______ Mos.

Length of Residence in State: ________ Yrs. ________ Mos.

Grade the following. 0 will represent no problem and 5 will represent a great problem with intermediate numbers representing intermediate degrees of the problem.

I. Which of the Following Present the Greatest Problems to Your Community?

______A. Housing

______B. Poverty

______C. Political or Governmental

______D. Recreation

______E. Employment

______F. Opportunities for Youth

______G. Transportation

______H. Health

______I. Land Use

______J. Education

______K. Other　Specify ________________________

II. Which of the Following Cause the Greatest Housing Problems in Your Community?

_______A. Lack of Proper Planning

_______B. Lack of Proper Housing Codes

_______C. Local Tax Policy

_______D. Slums and Low Income Tenants

_______E. Lack of a Community Renewal Program

_______F. Lack of Public Housing Facilities

_______G. Inequality in Housing Facilities

_______H. Other Specify ______________________________

Could These Housing Problems be Resolved By:

Better Education? Yes___ No___

Better Public Administration? Yes___ No___

Others? Specify ________________ Yes___ No___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes___ No___

III. Which of the Following Cause the Greatest Problem with Poverty in Your Community?

_______A. Lack of Adequate Distribution of Commodities

_______B. Lack of Aid to Families with Dependent Children

_______C. Lack of Legal Assistance

_______D. Lack of Employment Opportunities

_______E. Lack of Counseling and Guidance

_______F. Lack of Educational Possibilities

_______G. Other Specify ____________________________________

Could These Problems of Poverty be Resolved By:

Better Education?	Yes___	No___
Better Public Administration?	Yes___	No___
Others? Specify ______________________	Yes___	No___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes___ No___

IV. Which of the Following Cause the Greatest Political Problems in Your Community?

_______A. Lack of Public Works Programs

_______B. Lack of Community Renewal

_______C. Administrative Structure

_______D. Revenue Procurement

_______E. Lack of Planning

_______F. Lack of Public Health Facilities

_______G. Lack of Public Welfare Programs

_______H. Other Specify ____________________________________

Could These Political Problems be Resolved By:

Better Education? Yes ___ No ___

Better Public Administration? Yes ___ No ___

Better Community Leadership? Yes ___ No ___

Others? Specify ______________ Yes ___ No ___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes ___ No ___

V. Which of the Following Cause the Greatest Problems in Recreation?

_______A. Limited Land for Recreational Facilities

_______B. Lack of Revenues to Provide for Recreational Facilities

_______C. Lack of Planning for Recreational Facilities

_______D. Lack of Public Support of Recreational Activities

_______E. Other Specify _________________________

Could These Recreational Problems be Resolved By:

Better Education? Yes ___ No ___

Better Public Administration? Yes ___ No ___

Better Community Leadership? Yes ___ No ___

Others? Specify ______________ Yes ___ No ___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes ___ No ___

VI. Which of the Following Cause the Greatest Problems in Employment?

_______A. Lack of Adequate Labor Force

_______B. Lack of Employment Opportunities

_______C. Lack of Retraining for Unemployed

_______D. Lack of Equal Employment Opportunities for the Labor Force

_______E. Other Specify ____________________

Could These Problems in Employment be Resolved By:

Better Education?	Yes ___	No ___
Better Public Administration?	Yes ___	No ___
Better Community Leadership?	Yes ___	No ___
Others? Specify ______________	Yes ___	No ___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes ___ No ___

VII. Which of the Following Cause the Greatest Problems for Youth Opportunities?

_______A. Lack of Educational Opportunities

_______B. Lack of Potential Employment

_______C. Lack of Counseling and Guidance

_______D. Prevalent Juvenile Delinquency

_______E. Lack of Recreational Facilities

_______F. Lack of Social Training

_______G. Lack of Vocational Training

_______H. Other Specify ____________________

Could These Problems for Youth Opportunities be Resolved By:

Better Education? Yes ___ No ___

Better Public Administration? Yes ___ No ___

Better Community Leadership? Yes ___ No ___

Others? Specify ______________ Yes ___ No ___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes ___ No ___

VIII. Which of the Following Cause the Greatest Transportation Problems?

_______A. Lack of Adequate Public Transportation

_______B. Lack of Rapid Transit Facilities

_______C. Lack of Expressway System

_______D. Lack of Accessibility to Other Areas and Regions

_______E. Highway Beautification Programs

_______F. Lack of Adequate Parking Facilities

_______G. Poor Connecting Service

_______H. Other Specify ________________________

Could These Problems of Transportation be Resolved By:

Better Education? Yes ___ No ___

Better Public Administration? Yes ___ No ___

Better Community Leadership? Yes ___ No ___

Others? Specify ______________ Yes ___ No ___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes ___ No ___

IX. Which of the Following Cause the Greatest Health Problems?

_______A. Lack of Renewal Program

_______B. Lack of Public Health Programs

_______C. Air Pollution

_______D. Water Pollution

_______E. Lack of Adequate Welfare Programs

_______F. Lack of Adequate Immunization Programs

_______G. Other Specify _______________________

Could These Health Problems be Resolved By:

Better Education? Yes ___ No ___

Better Public Administration? Yes ___ No ___

Better Community Leadership? Yes ___ No ___

Others? Specify _______________ Yes ___ No ___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes ___ No ___

X. Which of the Following Cause the Greatest Land Use Problems?

_______A. Restricted Land Area

_______B. Lack of Conservation Programs

_______C. Lack of Renewal Programs

_______D. Lack of Proper Planning

_______E. Lack of Economic Development

_______F. Other Specify ____________________

Could These Land Use Problems be Resolved By:

Better Education? Yes ___ No ___

Better Public Administration? Yes ___ No ___

Better Community Leadership? Yes ___ No ___

Others? Specify ______________ Yes ___ No ___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes ___ No ___

XI. Which of the Following Cause the Greatest Problems in Education?

_______A. Lack of Adequate Public Education

_______B. Lack of Planning

_______C. Lack of Adequate Revenues for Financing

_______D. Poor Curricula

_______E. Poor Administration of Schools

_______F. No Opportunities for Higher Education

_______G. Other Specify ____________________

Could These Problems in Education be Resolved By:

Better Education? Yes ___ No ___

Better Public Administration? Yes ___ No ___

Better Community Leadership? Yes ___ No ___

Others? Specify ______________ Yes ___ No ___

What agency in the community could be beneficial in solving these problems?

____

Does this community have such an agency? Yes ___ No ___

XII. What are the causes of other problems which exist in the community?

XIII. Do you think that extention courses offered for the adult population could be of value to your community?

Yes ___ No ___

Do you think that vocational training of your labor force could be of value in getting industry to locate in your community?

Yes ___ No ___

APPENDIX D

PROBLEM IDENTIFICATION IN AREA TWO

PROBLEM IDENTIFICATION IN AREA TWO

The researchers for Austin Peay State College made a determination for each problem area of the specific kinds of information which would show the extent of the problem and the factors contributing to the problem; these data are broadly outlined below.

I. The Problems of County Government
  A. Data on adequacy of governmental services provided
    1. Appropriations for various governmental departments
    2. Number of county employees by area of public services
    3. Community recreation facilities provided
    4. Number and size of public libraries provided
    5. Traffic control systems in operation
    6. Fire fighting equipment available
    7. Police protection equipment available
    8. Welfare services provided
    9. Other social services provided
    10. Urban renewal programs underway
    11. Other public works programs underway
    12. Zoning requirements
  B. Data relating to problems of adequately providing county governmental services.
    1. Sources of county revenue
    2. Property tax assessment and administration

3. County indebtedness
4. County budgeting, accounting and auditing procedures
5. Machinery for community planning--results of community studies--extent of citizen participation--provision for county planning commission
6. Availability of qualified county governmental employees

II. Employment Problems

A. Characteristics of the total labor force--present size, changes, sex composition and age composition
B. Employment in the county--growth or decrease, distribution by major occupation groups, and by major industry groups
C. Unemployment in the county--number and rate, by sex, by race, and by occupation
D. Employment utilization of special problem groups
E. County programs to bring the worker and the job together
F. The educational program for employment
    1. Public school vocational program for inschool youth
    2. Public school vocational program for out-of-school youth and adults
    3. Other opportunities for vocational and technical education in the county--higher education, programs of business and industry, apprenticeship programs, proprietary schools, and programs of organized labor

III. Problems of Poverty

A. Data on the economic characteristics of the people

1. Distribution of persons 25 years or older by annual income ranges, by race and sex
2. Distribution of households by annual income ranges
3. Trends in total and per capita effective buying income
4. Extent of participation in commodity distribution and food stamp programs
5. Data on welfare assistance--aid to families with dependent children, old age assistance, general assistance, and so on
6. Unemployment benefits paid residents
7. Extent of slum areas

B. Information on public programs to alleviate problems of poverty

1. Community action programs planned or underway
2. Home demonstration services provided
3. Legal aid services provided
4. Financial guidance services provided
5. Federal and state programs in operation
6. Community centers available
7. Programs of civic clubs, churches, and other voluntary organizations
8. Student loan programs available--amount, extent of participation, and so on

IV. Housing Problems

  A. Data on adequacy of existing housing

    1. Total number of dwelling units available, under construction or planned
    2. Percent of dwelling units with hot running water, private toilet and bath not dilapidated
    3. Number of dwelling units occupied
    4. Number of dwelling units owner-occupied
    5. Public housing units available, under construction, and in planning stage
    6. Availability of boarding facilities, hotels, motels, and rented rooms in private homes
    7. Special housing facilities available--home for retired people, and so forth

  B. Data on problems of housing administration in county

    1. Procedures for planning housing developments
    2. Program of housing codes enforcement
    3. Problems in enforcement of housing codes
    4. Safety standards required and problems of safety inspection and standard enforcement
    5. Programs for demolition of unsafe structures
    6. Programs for relocation of families displaced by public roads projects
    7. Problems of providing equal opportunity in housing

V. Problems of Providing Recreation

- A. Data relating to recreation opportunities now provided
    - 1. Private recreation facilities available--movies, bowling alleys, swimming pools, amusement parks, golf courses, driving ranges, minature golf courses, and so on
    - 2. Public recreation programs
        - a. Facilities provided for both outdoor and indoor recreation
        - b. Adequacy of staff serving facilities
        - c. Budget appropriations for recreation
        - d. Utilization of present facilities
    - 3. Recreational programs of voluntary organizations--churches, schools, civic clubs, and so on
    - 4. Natural recreational resources available
    - 5. Employee recreational programs available
    - 6. Sport leagues in operation--extent of participation
- B. Data on problems of providing adequate recreation
    - 1. Present machinery for planning recreational services
    - 2. Problems in advanced acquisition of land
    - 3. Financing problems

VI. Transportation Problems

- A. Railroad transportation in the county
    - 1. Number and frequency of passenger trains serving county

   2. Large cities to which county is connected by direct-route passenger trains--frequency of service
   3. Changes in passenger train service during last five years
   4. Number and frequency of freight trains serving county
   5. Changes in freight train service during last five years
   6. Access to rail loading facilities--adequacy of freight sidings for general loading
   7. Business firms in county with connecting railroad sidings

B. Highway transportation in the county
   1. Major highways serving county
   2. Highway construction planned or underway in county
   3. Distribution of road mileage in county by class of road construction
   4. Policies governing advanced land acquisition for road purposes
   5. Problems in acquiring land for road purposes
   6. Adequacy of county provisions for road maintenance
      a. Annual budget allotted
      b. Adequacy of maintenance staff
      c. Adequacy of equipment available
   7. Truck lines serving the county
   8. Change in number of truck lines serving county during last five years
   9. Number and frequency of commercial bus lines serving county
   10. Large cities to which county is connected by direct-route commercial bus lines

    11. Availability of local bus service
    12. Availability of local taxi service

  C. Air transportation in the county

    1. Number of commercial airlines, if any, serving county--frequency of flights
    2. Private flying services available
    3. Data on adequacy of airport facilities

  D. Water transportation in the county

    1. Number of miles of navigational waterway
    2. Number of commercial water transport operators serving county
    3. Number and adequacy of docking facilities available in county
    4. Warehousing facilities available for water freight storage

VII. Health Problems

  A. Data relating to adequacy of county public health service provided

    1. County appropriation for local public health services
    2. Number of public health officers provided
    3. Number of public health nurses provided
    4. Number of health sanitarians provided
    5. School health services provided
    6. Sewerage disposal system provided--problems relating to septic tank disposal systems
    7. Provisions for food inspection and protection
    8. Provisions for garbage disposal
    9. Provisions for animal control

10. Immunization services provided
11. Programs for control of venereal disease
12. Program for control of air pollution
13. Programs for vocational rehabilitation

B. Data relating to private health services available
1. Number of physicians
2. Number of dentists
3. Number of registered nurses
4. Capacity of hospital and other medical services available
5. Availability of psychiatric and other specialized medical help

C. Data relating to health problems of and provisions for special groups
1. Health and medical care for the aged
2. Crippled children services
3. Permanently and totally disabled
4. The blind
5. The deaf
6. Mentally retarded
7. Migrants and seasonal farm workers

VIII. Youth Opportunities

A. Data on youth services and opportunities available
1. Educational services
2. Recreational and social opportunities
3. Guidance and counseling services provided

   4. Educational loans available
   5. Employment opportunities
   6. Protective services provided
- B. Data relating to problems of youth
   1. Extent of juvenile delinquency--problems of delinquency control
   2. School dropout data
   3. Out-migration of youth
   4. Frequency of early marriages, and divorces
   5. Extent of school retardation

IX. Problems in Area of Land Use

- A. Data on problems relating to land utilization
   1. Machinery for planning effective land utilization
   2. Need for and problems attendant with annexation of land by municipal government
   3. Advanced acquisition of land
   4. Securing land for public roads
- B. Data on problems of protection and reclamation of land
   1. Land conservation and erosion control
   2. Demolition of dilapidated buildings
   3. Beautification program planned or underway
   4. Water conservation and flood control needs
   5. Water pollution problems

APPENDIX E

LIST OF REFERENCES

LIST OF REFERENCES

A Report of the Day Care Study-Demonstration Project of Chattanooga, Tennessee, July 1963-June 1965. Chattanooga: Metropolitan Council for Community Services, 1965.

A Report Upon the 1965 or Thirtieth Annual Survey of County, City, and Town Government in Tennessee. Nashville: Tennessee Taxpayers Association, 1966.

Brown, Louie A. *Measurements of Poverty in East Tennessee.* Monograph No. 1. Johnson City: East Tennessee State University, 1965.

Bureau of Business and Economic Research. *Tennessee Employment and Earnings Digest, 1960-63*. Study Number 31. Knoxville: The University of Tennessee, 1965.

_______. *Tennessee Survey of Business*. Vol. I. Knoxville: The University of Tennessee, 1966.

Carter, Edna Ann. *Educational Resources and Needs In Hancock County, Tennessee*. Oak Ridge: Clinch and Powell River Valley Association, Inc., 1965.

Clinch-Powell Valley: Summary of Resources. Knoxville: Tennessee Valley Authority, 1963.

Day Care Study of Knoxville-Knox County. Knoxville: United Community Services of Greater Knoxville, Inc., 1964.

Department of Education. *Annual Statistical Report*. Nashville: State of Tennessee, 1958; 1960; 1965.

Department of Public Health. *Annual Report of Hospitals and Related Facilities in Tennessee*. Nashville: State of Tennessee, 1966.

Division of Surveys and Field Services. *High Schools in the South.* Nashville: George Peabody College for Teachers, 1966.

"Environmental Health Committee Report." *The Knox Area Health Services Study*. Knoxville: United Community Services of Greater Knoxville, Inc., 1966.

Executive Office, Staff Division for Industrial Development. *Directory of Tennessee Industries*. Nashville: State of Tennessee, 1963; 1966.

Family and Children's Welfare. Chattanooga: Metropolitan Council for Community Services, 1963.

Guide for Community Action: A Study of Fifteen Services. Memphis: Health and Welfare Planning Council, 1965.

Holmes, Jack E., Walter N. Lambert, and Nelson M. Robinson. *The Structure of County Government in Tennessee*. A study for Subcommittee 1 of the Tennessee Legislative Council Committee. Knoxville: The Bureau of Public Administration, The University of Tennessee, 1966.

Hutchison, R. S., *et al*. *A Report on the Municipal Revenue Study to the Legislative Council Committee*. Nashville: Legislative Council Committee, 1960.

President's Appalachian Regional Commission. *Appalachia*. Washington: Government Printing Office, 1964.

President's Council on Aging. *The Older America*. Washington: Government Printing Office, 1963.

Recreation Plan, Knoxville and Knox County, Tennessee. Knoxville: Metropolitan Planning Commission, 1961.

State Licensing Board for the Healing Arts. *Directory of Doctors of Medicine Registered in Tennessee, 1966*. Nashville: State of Tennessee, 1966.

________. *Directory of Dentists, Dental Specialists, and Dental Hygienists* Registered in Tennessee, 1966. Nashville: State of Tennessee, 1966.

"Survey of Buying Power," *Sales Management*, XCVI (June 10, 1965), 251-253.

Tennessee Conservation Needs Committee. *Tennessee Soil and Water Conservation Needs Inventory*. Nashville: State of Tennessee, 1961.

The Chattanooga Area Health Study. Chattanooga: Metropolitan Council for Community Services, 1965.

The Knox Area Health Services Study. Report 1, Parts I and III. Knoxville: United Community Services of Greater Knoxville, Inc., 1964.

United States Bureau of the Census. *Census of Housing: 1960, Tennessee. State and Small Areas*. Washington: Government Printing Office, 1963.

________. *Census of Housing: 1960, United States Summary, States and Small Areas*. Washington: Government Printing Office, 1963.

________. *Census of Population: 1960, Characteristics of the Population: Tennessee*. Vol. I. Washington: Government Printing Office, 1963.

________. *Census of Population and Housing: 1960, Memphis, Tennessee Standard Metropolitan Statistical Area*. Washington: Government Printing Office, 1961.

________. *County and City Data Book*. Washington: Government Printing Office, 1962.

United States Department of Health, Education, and Welfare, Division of Research, Welfare Administration. *Converging Social Trends--Emerging Social Problems*. Publication Number 6. Washington: Government Printing Office, 1964.

United States Public Health Service. *Health Manpower Source Book, Section 19, Location of Manpower in Eight Occupations*. Washington: Government Printing Office.

Williams, Jerry J. and Leo T. Surla, Jr. *The Incidence of Poverty: Social and Economic Conditions in Tennessee*. Second Edition. Nashville: Tennessee State Planning Commission, 1965.

Womack, James O. *The Knox Area Health Services Study*. Report Number 2. Knoxville: United Community Services of Greater Knoxville, Inc., 1964.